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Operational activities of the United Nations for international development cooperation

Operational activities of the United Nations for international development cooperation

Report of the Secretary-General

Addendum

Progress in the implementation of General Assembly resolution 53/192

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I. Introduction

Background and context

1. The structure of the present addendum follows the one established in General Assembly resolution 53/192, except that resources and action by the executive boards of the funds and programmes are contained in the main report (E/1999/55), rather than in the present addendum, together with the two themes chosen for the 1999 operational activities segment. It should be recalled that the report of the Secretary-General submitted to the General Assembly in 1998 for its conduct of the triennial comprehensive policy review contained an in-depth assessment of most of the subjects addressed in the resolution; the present addendum should, therefore, be considered in the light of the previous report (A/56/226 and addenda). Further progress is reported, notably within the framework of the United Nations Development Group (UNDG), and the Consultative Committee on Programme and Operational Questions (CCPOQ) on all provisions of Assembly resolution 53/192. Significant steps were taken in the preparation of dissemination of a set of guidelines on common country assessments and the United Nations Development Assistance Framework (UNDAF), in close consultation between UNDG and CCPOQ (see sect. II below). Similarly, further steps were taken in strengthening the resident coordinator system (see sect. III below). With respect to the information provided in section IV on the follow-up to global conferences, the resident coordinator system and cooperation with the Bretton Woods institutions, it should be borne in mind that separate reports are before the Council under the appropriate agenda items. The same applies to section V on humanitarian assistance, peace-building and development. As to technical cooperation among developing countries (TCDC), covered in section VII, the Council will have before it the report of the High-level Committee on Technical Cooperation among Developing Countries scheduled for June 1999.

2. The Council also has before it in the annex the management process called for by paragraph 60 of Assembly resolution 53/192, which contains in addition an important statement of the Administrative Committee on Coordination (ACC) on its strong commitment to enact the resolution in a coherent and coordinated manner. The management process was prepared in close consultation with CCPOQ and UNDG and all organizations of the United Nations system engaged in operational activities for development. While it attempts to capture some of the steps being contemplated, it was not always possible to meet the requirement of specifying targets and time-frames for all aspects of the Assembly resolution, partly because on some questions action will be required by intergovernmental bodies, as indicated in the management process, and partly because some questions are still being elaborated by inter-agency mechanisms, as for example in the area of monitoring and evaluation. The Council may wish to use the information provided in 1999 as a reference point for assessing progress over the next two years, and to provide guidance on areas that may require additional action and information.

II. Common country assessment and United Nations Development Assistance Framework

3. Significant progress is being made with the implementation of the United Nations Development Assistance Framework (UNDAF) as a tool for promoting goal-oriented collaboration, programmatic coherence and mutual reinforcement.

4. Lessons identified through the two independent internal and external assessments of the UNDAF pilot phase and the policy guidance provided in General Assembly resolution 53/192, as well as comments by agencies of the United Nations system, formed the basis for the revision of the UNDAF guidelines and shaped the modalities for the gradual extension of the UNDAF exercise to other countries, approved in April 1999.

5. Systematic and extensive consultations with all member organizations of the United Nations system, including the World Bank, significantly enriched these efforts and contributed to the endorsement of the revised guidelines, as reflected in the ACC statement on the implementation of General Assembly resolution 53/192 (ACC/1999/4) (see annex, appendix I) and the ACC guidance note on the implementation of the common country assessment and UNDAF processes (ACC/1999/7). The provisions of resolution 53/192 on the system-wide support expressed by ACC is expected to facilitate the effective use of the common country assessment and UNDAF at the country level, and to empower country teams to achieve greater unity of purpose in responding to the pressing needs of the countries and people they serve, especially the most vulnerable and poorest.

Nature and function of UNDAF

6. UNDAF has been conceived as a country-driven exercise aimed at achieving goal-oriented collaboration between United Nations system organizations in support of national priorities. In the Philippines, for example, the resident coordinator reports that most collaboration prior to 1997 was done in parallel or through information exchanges undertaken under inter-agency task forces organized for the follow-up to global Conferences. In 1998, with the consensus achieved on collaboration through the UNDAF process, the United Nations country team is now moving collaboration into the arena of collaborative programming.

7. Most UNDAFs in the pilot countries were formulated at mid-cycle of approved country programmes. This timing affected the development of a common response, and limited the articulation of a strategic and holistic United Nations programme which could cover all existing and approved programmes. The resident coordinator in Morocco noted that in the particular case of Morocco, this initiative was launched after the country cooperation programmes were already formulated and approved. The UNDAF exercise in Morocco was perceived not only as a planning and eventually, a joint programming tool, but also as an opportunity to clearly identify areas of convergence between the respective funds, programmes and specialized agencies, as well as the gaps that need to be filled in order to maximize the impact of United Nations system cooperation activities in Morocco. One of the most important lessons learned from the 18 pilots was the recognition that (a) the formulation of a UNDAF needs to precede individual agencies' programme formulation, and (b) for an optimal United Nations response and impact, all United Nations organizations' programme cycles need to be harmonized, with the same starting year and same duration. Steps have thus been taken by UNDG to achieve harmonization of programme cycles, as shown in table 2.

Common country assessment

8. Another key lesson learned was the importance of a common country assessment as an essential first step for the formulation of a UNDAF. This has now resulted in the elaboration of common country assessment guidelines and relevant provision in the UNDAF guidelines. Common country assessments undertaken and/or updated by some of the 18 pilot countries (see table 1, column 4) were often limited in their scope. The clear need to proceed beyond a general assessment to a second level of analysis of key areas emerging from the

assessment and then on to a third level of identification of a set of key issues for priority attention by the United Nations system, as well as key issues to be taken up by other partners, has now been made explicit in the common country assessment guidelines.

9. Besides the necessary analytical depth and selectivity of key issues for the United Nations system, broad participation is essential. In addition, a wealth of knowledge can be tapped through a participatory process and strategic partnerships forged at the common country assessment stage, not only among the United Nations system partners, including the Bretton Woods institutions, but foremost with relevant government entities, civil society, including NGOs, and the private sector, as well as other multilateral and bilateral development partners. The common country assessment guidelines assumes that the broader and more active the participation in the common country assessment process, the more the process improves the potential for success in creating alliances around the issues and thereby ensuring follow-up.

10. Agreements reached at United Nations summits and conferences can form a strong and legitimate basis for preparation of a common country assessment and UNDAF, taking fully into account national priorities and plans. The common country assessment, particularly through its indicator framework, can offer a renewed basis for the integrated and coordinated follow-up to United Nations conferences.

Role of the Government

11. The pilot phase showed varying degrees of government involvement. The General Assembly's subsequent discussions and guidance resulted in common country assessment and UNDAF guidelines, with very clear provisions on the critical role that the recipient Government must play during the common country assessment and UNDAF processes, ultimately leading to Governments' full ownership through the agreement to the finalized framework.

Participation of specialized agencies

12. As indicated above, United Nations system organizations involved in operational activities are committed through ACC to the common country assessment and UNDAF processes, and have indicated their willingness to provide the necessary support through the dissemination of the guidelines to the concerned officials at the Headquarters and field levels and appropriate briefing and training.

Challenges

13. While taken into account in the common country assessment and UNDAF guidelines, the following issues remain a challenge for the whole United Nations system:

(a) *Rationalization and simplification of programming procedures.* The streamlining of programming procedures, identified during the assessment of the pilot phase as a necessary measure to reduce the burden on government authorities, will require active follow-up and strong continued commitment by the United Nations system. The United Nations Development Programme (UNDP) decision to no longer require an advisory note is an initiative that other UNDG members may wish to consider so as to adjust their programming procedures to the common country assessment and UNDAF realities;

Table 1
UNDAF pilot phase countries

Regions	*Countries*	*CSN status*	*CCA*	*UNDAFs Final*	*UNDAFs co-signed by World Bank*
Africa	Ghana	Completed	✓	x	Yes[b]
	Kenya	Completed	✓	x	Yes[b] and IFC
	Madagascar LDC	Preliminary draft prepared	✓	x	World Bank and IMF were fully informed
	Malawi LDC		–	x	Yes[b]
	Mali[a] LDC	Completed		x	Yes
	Mozambique LDC	Completed	✓	x	No
	Namibia	Completed			
	Senegal	Completed			
	South Africa	Process at initial stage			
	Zimbabwe	Agreed work programme	✓	x	Yes
Asia	India	Government does not intend to pursue a CSN			
	Philippines	Completed	–	x	No
	Viet Nam[a]	Completed	–	x	Yes
Arab States	Morocco	Completed	✓	x	
Latin America	Colombia	Final draft being reviewed by Government			
	Guatemala	Completed			
Europe and CIS	Romania	Process at initial stage	✓	x	No
	Turkey	Completed			

Key: CSN: country strategy note, LDC: least developed country.

[a] UNDAF-World Bank country assistance strategy country.

[b] UNDAF final document was also co-signed by the International Monetary Fund (IMF); of the 11 final UNDAF documents received six were co-signed by the World Bank.

Table 2
Status of harmonization of programme cycles as of 30 April 1999

Category	*Description*	*No. of countries*
A	Countries with programme cycles harmonized	72
B	Countries planning to harmonize programme cycles (awaiting final alignment by Executive Committee members)	14
C	Countries where plans for harmonization have not been finalized	14
	Subtotal of countries qualifying for harmonization	**100**
D	Countries where situation is uncertain/unstable and harmonization is not feasible	11
E	Countries where harmonization not appropriate due to limited presence/programmes	45
	Total countries	**156**

(b) *Linkages*. Linkages with other core missions of the United Nations need to be further explored and analysed. A comprehensive approach to countries in crisis will require adaptation and compatibility between the various frameworks and programming instruments in place or under development, especially in the recovery phase. The linkage between UNDAF and the consolidated appeal process, in particular, should be strengthened. The common country assessment process should be used and adapted for a wide variety of country situations;

(c) *Bretton Woods institutions*. The comprehensive development framework, as recently introduced by the World Bank on a pilot basis, is taken account of in the UNDAF guidelines. Since the comprehensive development framework is still evolving, further work will be needed to explore the optimal interface between the common country assessment/ UNDAF and World Bank instruments, such as the comprehensive development framework or the country assistance strategy (see sect. IV.D below);

(d) *Impact*. While it is too early to measure the impact of UNDAF on development activities, steps are being taken through the Inter-Agency Working Group on Evaluation to provide guidance on the design of a monitoring mechanism that can provide relevant information by using, *inter alia*, data and information generated from the annual reports of resident coordinators, as well as to ensure the availability of data for the impact evaluation foreseen by the General Assembly in its resolution 53/192.

14. Initial evidence from the country application of the common country assessment and UNDAF indicate that United Nations conferences are reflected in their content. They provide a means of articulating support to national efforts through enhanced collaborative programming of the United Nations system activities. In some cases, the UNDAF process is already providing a platform for the formulation of issue papers on follow-up to major world conferences, focusing on issues common to the United Nations system.

15. The common country assessment indicators framework, which was recently endorsed by UNDG along with the common country assessment and revised UNDAF guidelines, provides a basis for using common indicators. This framework builds on widely accepted indicators established by the United Nations and the World Bank, including the Minimum Social Data Set and the ACC guidelines on basic social services for all. The quantifiable indicators, which will form one of the empirical leases for the common country assessment, may turn the common country assessment into an important monitoring tool of performance and achievements for the implementation of an integrated and coordinated follow-up to global conferences.

Recommendation

16. The Council may wish to take note of progress made in the introduction of UNDAF and the common country assessment in accordance with the provisions of Assembly resolution 53/192, paragraphs 17–22. The Council may also wish to call for further progress on the harmonization of programming cycles (see para. 13 above and table 2), as well as steps to simplify and harmonize relevant programming procedures.

III. Resident coordinator system

Strengthening of the system

17. In line with paragraphs 24 and 25 of General Assembly resolution 53/192 and further to the information provided in the Secretary-General's report to the Assembly (A/53/226),

continuing steps were undertaken over the past few months to strengthen the resident coordinator system, in particular to improve the resident coordinator selection process and to improve the appraisal system and training for resident coordinators on the basis of an agreed job description, competency-based assessment and the resident coordinator system work plan. The progress noted in the Secretary-General's previous report (E/1998/48 and Add.1) is thus being continued and consolidated.

18. An independent competency assessment initiative was launched in May 1998 as part of the effort to improve selection criteria and procedures of resident coordinators and to increase the number of women.[1] The initiative targeted the 1999 resident coordinator vacancies, and its implementation started in November 1998. The General Assembly, in its resolution 53/192, paragraph 25, endorsed the approach.

19. The first competency assessment centre was organized at Turin for 40 first-time candidates, 17 from agencies other than UNDP and 11 women. A steering committee, comprised mainly of human resource specialists drawn from several organizations of the United Nations system, supervised the pilot, which was conducted, in close consultation with UNDG and CCPOQ, by a specialized firm selected on the basis of competitive bidding. A competency review, which included extensive interviews with five former resident coordinators at Headquarters and a one-week resident coordinator job observation's visit in Mozambique, was conducted prior to the competency assessment, and produced a job analysis and a ranked behavioural competency profile. Both were used to design United Nations-specific assessment simulations, hosted by the United Nations Staff College and supervised by a team of 14 gender-balanced assessors, chosen from a mix of both developing and developed countries. As a result of the first competency assessment, 31 candidates (17 from UNDP and 14 from other agencies) were presented to the inter-agency advisory panel.[2] A second competency assessment was organized in Pittsburgh between May and June 1999 for 32 candidates, including 11 from agencies other than UNDP and 11 women.

20. A review of the pilot concluded that the effort was successful. CCPOQ, as the responsible body for resident coordinator system matters within ACC, encouraged a broader application of the competency-based method, both as one input to vet candidates and in view of its by-product value for selection, appraisal, training and career development purposes. CCPOQ endorsed the proposal of the competency assessment steering committee to continue to outsource the competency assessment. Competency assessment will be kept under review by CCPOQ in September 1999 as part of the reforms in the coordinator selection process.

21. As part of the system-wide efforts to strengthen and support the resident coordinator system, steps were also taken regarding training and learning issues. At its March 1999 meeting, CCPOQ endorsed the recommendation of its working group on the resident coordinator system to abolish the advisory panel on operational activities and training and use the UNDG working group on training as the task manager to carry out its former

[1] Of the 130 resident coordinators currently serving, 27 (21 per cent) are from agencies other than UNDP and 32 (25 per cent) are women.

[2] According to resident coordinator selection procedures, an inter-agency advisory panel was established in November 1998 to review the suitability of candidates officially presented by participating organizations for specific posts. The panel consists of 11 agencies. In addition, representatives of the Office for the Coordination of Humanitarian Affairs, the Office of the United Nations High Commissioner for Refugees (UNHCR) and the Department of Public Information are requested to participate in the work of the panel when it discusses resident coordinator appointments to countries facing complex emergencies and for countries where resident coordinators are currently United Nations information centre directors. The panel met for the first time in December 1998 to review 51 candidates for 17 posts, and 43 of them were retained in the pool. The panel met again in March 1999 to review 27 candidates for 13 posts; after that meeting, there are currently 20 candidates in the pool.

functions, subject to UNDG agreement. In its function as task manager, the working group will enlarge its membership to benefit from system-wide participation of both specialists in learning and operational issues, and will coordinate closely with the United Nations Staff College and the relevant UNDG sub-groups. Its work will focus on reviewing learning needs of the resident coordinator system and improving the effectiveness of ongoing training courses, including the induction course for first-time resident coordinators and the management of field coordination. The results of this review will be presented to both UNDG and CCPOQ in September 1999 for system-wide consideration and action. Issues on common system learning needs in the programme area, before being considered, will await the outcome of this review and the Staff College review scheduled for the end of year 2000.

22. A priority concern of the efforts made to strengthening the resident coordinator system has been to ensure that all United Nations system staff in programme countries are fully aware of their responsibility for the effective functioning of the system, including by ensuring that they provide support in accordance with their dual responsibility as representatives of their own organization and as members of the system. The teamwork of a United Nations country team is viewed as a key factor for the success of the United Nations system at the country level. An improved resident coordinator system and representative appraisals by agencies of their own staff as part of the system plays a critical role in identifying major performance problems as well as achievements of the system, which will contribute in turn to strengthening the system's performance evaluation and management.

23. The resident coordinator appraisal system plays an important role in the strengthening of its performance evaluation. Performance appraisals by agencies of their own staff as part of the system is also a critical aspect of managing the system. The current performance appraisal system is an exception-based reporting procedure. CCPOQ, at its thirteenth session, in September 1998, decided to continue to apply this system for a trial period of two to three years before embarking on a more comprehensive exercise. For the 1998 performance appraisal exercise, the UNDP Administrator, in a letter dated 16 October 1998, invited all agencies to participate and submit their organization's appraisals by the end of March 1999 (later extended to the end of April). A reassessment of the present system will be carried out between May and September 1999 on the basis of the experience of the last two years. The review will emphasize the need to ensure a proactive and steady contribution from all members of the country team through self-assessments carried out in conjunction with the resident coordinator annual report and work plan. The performance appraisal system will also be reviewed on the basis of a clear distinction between the resident coordinator and UNDP resident representative functions and on the basis of the resident coordinator job description approved by CCPOQ in September 1998. It also needs to be aligned with the competencies for potential resident coordinator candidates.

24. Also part of the efforts for strengthening the resident coordinator system are the ACC guidelines on the functioning of the system currently being finalized. A text was prepared on the basis of the 1997 Turin workshop on best practices, the 1995 statement on the role and functioning of the system (see ACC/1995/1), General Assembly resolutions 47/199, 50/120 and 53/192, and the comments received by CCPOQ members in January 1999 through the CCPOQ working group on the resident coordinator system. A revised version of the guidelines will be prepared and considered at the July 1999 session of CCPOQ for which approval/endorsement will be sought.

Recommendation

25. The Council may wish to take note of the continuing efforts being made to strengthen the resident coordinator system, especially through improved selection procedures, including competency assessment and an appraisal system, and to encourage UNDG and CCPOQ to give continuous attention to this matter in accordance with Assembly resolution 53/192.

Field-level coordination (field-level committees and thematic groups) and the role of the resident coordinator system (particularly country teams)

26. The resident coordinator plays a significant role in supporting Governments, whenever requested, in the discharge of their primary responsibility to coordinate all external assistance. This is done by ensuring that all United Nations system programmes and projects are better integrated with the national development plans and strategies and fully respond to priorities of the host country. Coordination mechanisms, such as field-level committees, as well as thematic groups and programming frameworks, such as the country strategy note, UNDAF and the common country assessment, are among the instruments designed to achieve better United Nations system coordination at the field level and more effective collaboration with Governments and the other relevant partners.

27. Assessment conducted last year for the 1998 triennial policy review on the formulation and implementation of the country strategy note and the preliminary assessment of the UNDAF process have shown that the essential precondition for the successful implementation of these instruments and thus of effective field-level coordination is well functioning, highly participatory and active country teams. This conclusion was then confirmed by the evolution of the UNDAF pilot phase.

28. Activities to strengthen country teams undertaken at both the Headquarters and field levels should thus focus on increasing the role and function of the resident coordinator system as a truly United Nations system mechanism involving the entire United Nations development system.

Recommendation

29. The Council may wish to take note of the efforts already made in this direction, and to encourage further steps towards greater collaboration among United Nations system organizations in consideration of their respective mandates.

IV. Planning, programming and implementation

30. Under this heading, the General Assembly, in its resolution 53/192, established policy directives on civil society, simplification and harmonization of procedures, follow-up to global conferences, cooperation with the Bretton Woods institutions and other multilateral financial institutions, and common premises and shared services, including common budget formats. The present section, which provides information on progress made in those areas, should also be read in conjunction with future action scheduled in the annex.

A. Civil society

31. In paragraph 30 of its resolution 53/192, the General Assembly decided that with the agreement of the host country, the United Nations system should assist Governments in creating an enabling environment that strengthens linkages between Government, the United

Nations system, civil society, national non-governmental organizations and private-sector organizations that are involved in the development process with a view to seeking innovative solutions to problems.

32. Several organizations of the system have long-standing working relationships with civil society. In the area of operational activities, the broad experience of the system was recently reviewed by CCPOQ at its March 1999 session. Building upon the significant growth of relations among the United Nations, Governments and other development partners, CCPOQ adopted, on behalf of ACC, a guidance note on the principles underpinning the United Nations system's operational collaboration with civil society organizations. Entitled "The partnership approach", these guidelines emphasize that recent global conferences and reform initiatives within the United Nations system recognize that working in partnership with civil society organizations should enhance the system's efforts to assist Member States in achieving economic and social progress. The guidelines focus on helping to foster an enabling environment, which may include supporting Governments in their responsibilities as prime framers of domestic policies and programmes; strengthening linkages among the various entities involved in the development process; facilitating creation and consolidation of mechanisms for dialogue between Governments and civil society organizations and among civil society organizations themselves; helping Governments to develop legal and regulatory frameworks that encourage civil society organization operations and growth; supporting government departments that work with civil society organizations; and providing information on the benefits of working with them. The guidelines also stress that United Nations system organizations should likewise seek to help to augment the capabilities of civil society organizations, for example in the areas of technical know-how, management, accountability, advocacy and legal literacy. These guidelines will be circulated widely and be incorporated in the operational activities reference manual used by the resident coordinator system.

33. A system-wide survey of experiences and best practices in civil society organization capacity-building and institutional development provided the basis for further actions at the spring CCPOQ session. The large majority of United Nations system organizations described support for increasing the dialogue among Governments, civil society organizations and the private sector, and increasing collaboration among them. Illustrations of efforts to strengthen the enabling environment at the country level included institutional development in the areas of exchanges of information, ideas and experience, and consultations at strategy and policy levels, as civil society organizations have an important role as advocates for policy change and institutional reform. Support for the enabling environment at the international level was another area of concern and action, ranging from assistance in the establishment of regional associations and networks to facilitating the arrangements for the growing numbers of NGOs in consultative status with the Council. The system-wide survey also focused on examples of support to capacity-building of individual civil society organizations to improve their performance and sustainability. Another study, currently in preparation for CCPOQ, will examine the administrative and financial procedures through which United Nations agencies engage civil society organizations or provide assistance to them with the aim of achieving a more coordinated approach by the United Nations system.

34. Guidelines for the common country assessment and UNDAF strongly support efforts to strengthen closer relations with civil society and other development partners as concerns identification, analysis and prioritization of elements for the common country assessment, and in consultations and collaborative work to achieve the objectives of UNDAF. They foresee active involvement and encouragement of participation of civil society, including

non-governmental organizations, research institutions, local communities and associations, women's groups, interest groups and others, and suggest that mechanisms be set up to do so.

35. The guidelines further indicate that country teams may wish to explore ways in which private enterprises, companies and business associations can be engaged in the common country assessment process, both in terms of drawing on their expertise and perspectives and in terms of influencing their practices to elevate social standards and contribute to the overall development objectives.

36. Follow-up to global conferences has accelerated cooperation with civil society organizations in advocacy areas, information-sharing and networking. Overall, significant progress is being made in the recognition by all partners of the critical role of civil society in development. Governments have come to perceive the role and potential of civil society organizations in a positive way, and consequently have shown willingness to enter into partnerships and to ask the United Nations system to facilitate this process. At the same time, civil society organizations have advanced in organizational, communication, networking, advocacy and strategizing skills, and have shown greater interest in cooperating and collaborating with Governments. United Nations system organizations have contributed to this, and can continue to do so, by assisting in fostering an enabling environment.

37. Regarding the private sector, emphasis is currently being given to enhancing relations, in keeping with an initiative launched by the Secretary-General in January 1999 at the World Economic Forum at Davos, Switzerland. At its April 1999 session, ACC agreed to pursue actively a "compact" or understanding with the private sector, to stress the development dimension, and to engage the members of the United Nations system in further dialogue with the private sector in relation both to normative and operational matters. It was acknowledged that operational cooperation could raise some difficult issues in the future.

B. Simplification, harmonization and rationalization of programme procedures

38. In its resolution 53/192 and preceding resolutions, the General Assembly called for the simplification, harmonization and rationalization of rules and procedures for United Nations system field-level operational activities for development in order t facilitate their integration into national development strategies and programmes and facilitate collaboration among United Nations system organizations. In paragraph 62 of its resolution 53/192, the Assembly recommends this subject as a focus area for the substantive session of the Council for the year 2000, and the Council may wish to bear in mind that guidance in this area may generate the required progress on some of the initiatives before UNDG and CCPOQ.

39. The analysis conducted for the preparation of the 1998 triennial policy review and previous analyses confirmed that notwithstanding the progress made, particularly in harmonizing programme cycles, the heterogeneity and complexity of rules, procedures, policies and formats governing the different United Nations system programming processes and operations do place a considerable burden on many countries, including country offices, and pose the greater challenge to their coordination and implementation capacity, which in turn creates a significant barrier to the expansion of national execution and the enhancement of national capacity.

40. Some progress was made during 1998 towards more simplified and harmonized United Nations procedures for programming and operations. Thus, UNDG set among its priorities for 1999 the rationalization of policies and practices of its member organizations in the area of national execution so as to contribute to the advancement of national ownership and the

enhancement of absorptive capacity in recipient countries. This followed the endorsement of the conclusions of an independent study on "absorptive capacity" sponsored by the United Nations Population Fund (UNFPA), which recognized national capacity as the main factor affecting the efficiency, effectiveness and speed with which United Nations system support can be transferred and how financial resources are utilized. In reviewing this study, UNDG reaffirmed the need on the United Nations/donor side to streamline and simplify the ways that development cooperation is packaged and delivered in order to foster a broader use and enhancement of national capacity. The study was presented to the 1998 annual session of UNDP/UNFPA Executive Board.

41. Another step is being taken by ACC through its commitment in its statement on the implementation of resolution 53/192. This statement foresees, *inter alia*, that relevant governing bodies of the United Nations system take appropriate supportive steps over the next three years to simplify and harmonize programming processes and procedures, whenever necessary.[3]

42. Having to deal with different United Nations system financial and administrative requirements, which are often complicated, time-consuming and lack harmonization, prevents recipient countries from establishing more coordinated arrangements at the country level and translates into significant barriers for the implementation of programmes/projects by Governments and national agencies. National capacity to manage external assistance in a coordinated, transparent and accountable fashion is affected by the ever-increasing and diverse requirements, which impose higher costs and efforts in a situation of declining resources. As a result, the pace and quality of programme implementation and the effectiveness and extension of national execution are significantly affected.

43. Specific measures and timetables, through country-specific action plans, have been put in place to advance the harmonization of programming cycles of the United Nations funds and programmes. To date, the United Nations funds and programmes have fully harmonized their programming cycles in 86 countries.[4] UNDG is now working on an overall action plan to further accelerate harmonization with the intention to achieve harmonization in 99 countries by 2003. Progress will be reported to the Council in the year 2000.[5]

44. United Nations system programming cycles discrepancies, different degrees of decentralization and delegation of authority for decision-making at the country level and different levels of commitment at Headquarters significantly hinder a more effective and coordinated United Nations system response to national development needs and discourages joint United Nations system/Government activities, including monitoring and evaluation of programmes.

45. The introduction of the UNDAFs provides opportunities for more streamlined and collaborative United Nations system programming and operations at both the Headquarters and field levels. UNDP has, for example, decided to dispense with the advisory note (which becomes optional for the country office) and programme outlines, which will be replaced by UNDAF. UNFPA has also made a concrete effort to simplify programming processes and instruments, and has produced new programme guidelines that foresee the use of common country assessments and UNDAFs as the starting point for the programming.

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[3] The management process for the implementation of the resolution (see annex) further details these steps, which will be fully evaluated in the next triennial comprehensive policy review.

[4] Source: UNDG Sub-group on Programme Operations.

[5] Issues concerning country-specific action plans, including their assessment and implementation, are fully detailed in the funds and programmes executive boards reports to the Council of February 1999 for UNDP and UNFPA and November 1998 for UNICEF.

Common or parallel terminology on programming processes and products as well as a common country assessment common indicator framework were also agreed to by UNDG organizations in March and April 1999, respectively. In the course of 1999, a set of instruments to operationalize common definitions will be developed and examples of programmatic collaboration identified.

46. To remedy this situation and achieve progress on important issues, such as coordination, national execution and programme approach, much greater priority must be accorded to this matter by United Nations system organizations at both the Headquarters and country levels. An important criterion in deciding which procedures to simplify first could be the burden that they place on recipient countries. Other considerations could be the enhancement of national capacity to coordinate external assistance and the expansion of national execution. Efforts in this area should be carried out in collaboration with Governments and other external donors and by taking into account existing national capacity and country specific situations.

47. Efforts have also been made to promote greater consistency in the presentation of budgets at the Headquarters level, and the sharing of administrative systems and services at the country level. The use of the same format (revised accordingly) for budgets presentation was recently approved by the executive boards of the funds and programmes, while a pilot exercise has been launched in the area of common and shared services, for which a progress report will be soon available.

Recommendation

48. The Council may wish to request the funds and programmes to accord the issue of simplification and harmonization a high priority, undertake concrete steps to reduce, simplify and harmonize their procedures and reporting requirements placed on recipient Governments for programmes approval and financing and to report to the Council in 2000 on progress made. In addition, the Council may also wish to urge the full harmonization of programme cycles in all countries where this is feasible in accordance with the schedule indicated in the UNDG initial action plan. Moreover, in line with paragraph 2 above, the Council may wish to give further guidance on the matter, especially in view of the decision to focus on progress at its substantive session of 2000.

C. Follow-up to global conferences and the role of thematic groups

49. The analysis conducted by the General Assembly for the 1998 triennial comprehensive policy review of United Nations system operational activities for development confirmed that resident coordinators have an important role to play in assisting Governments in the discharge of their responsibilities for the coordinated and integrated follow-up to the major international conferences, and that thematic groups and programming frameworks, such as the country strategy note, UNDAF and the common country assessment are the main instruments to facilitate the performance of this task.

50. Important progress has been made in the last year by the United Nations system, both at the Headquarters and country levels, to promote a greater and more effective use of these instruments, in particular of the thematic groups, common country assessment, and UNDAF, in accordance with General Assembly resolution 53/192. The challenge is now how to link the development issues at the community level with policies and actions at the national and international levels.

51. Global programmes of action do provide overall blueprints for the activities in the various field of development initiatives, but they still need to be translated into a coordinated and integrated set of national normatives to be made operational at the country level (for more detailed information on progress made towards an integrated and coordinated follow-up of major United Nations conferences and summits, see E/1999/59).

52. Progress towards a more coordinated and integrated follow-up to major global conferences is being facilitated by a number of ACC initiatives. The ACC second guidance note on the integrated follow-up by the United Nations system to major United Nations conferences, prepared by CCPOQ, was endorsed by ACC in September 1998 and made available to the resident coordinator system. The follow-up work of the three inter-agency task forces established by ACC on basic social services for all (April 1998), full employment and sustainable livelihoods (March 1997), and an enabling environment for economic and social development (October 1997) was also widely disseminated, including at the country level.

53. The second guidance note provided further system-wide policy orientations on the subject, while the three ACC task forces produced a set of guidelines which assists both Governments and United Nations system organizations in their efforts to implement a coordinated and integrated conference follow-up at the country level. The work of the task forces focused on the identification of best practices, key strategic partners, links between intergovernmental work and international global conferences, on the one hand, and on country-level implementation within an integrated and coordinated framework on the other hand. Country reviews, basic principles and important guidelines to facilitate programming at the country level emerged as final outputs of these initiatives. United Nations system organizations are committed to apply both ACC guidance principles and the guidelines of the task forces at the country level through collaborative programming and the establishment of inter-agency cross-cutting thematic groups.

54. Thematic groups, in their function as mechanisms of coordination and policy dialogue with the Government and of regular consultation within the United Nations system, provide an opportunity to contribute to identify congruence of national policies and priorities with policy commitments included in the conference outcome, determine the effectiveness of the existing institutional structures to fulfil them, and identify system-wide measures to be taken in support of Governments' follow-up actions to these commitments.

55. Thematic groups continue to be the main United Nations system instruments for coordinated conference follow-up. In particular, thematic groups on human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS) are the most successful example across the board of thematic groups working in a coordinated fashion. They often involve the participation of key stakeholders, including major donors and civil society, whose extended collaboration provided a unique policy framework to coordinate efforts to fight the HIV epidemic. In many cases, this has also resulted in the formulation of national medium-term plans, including resource mobilization for specific programmes and projects.

56. Preliminary reviews of the 1998 resident coordinator annual reports and UNDAF pilot exercises shows that thematic groups work more effectively when linked to or the result of combined efforts of major/key stakeholders to develop a framework for a coordinated and integrated country-level response to cross-cutting themes derived from major international conferences. These collaborative efforts range from a common situation analysis and programming frameworks, such as the country strategy note, the common country assessment and UNDAF, to initiatives for financial pledging and coordination, such as round tables and consultative groups, including poverty eradication country-level

initiatives. They provide the basis for more coordinated and integrated United Nations system support to national efforts for conference follow-up, by facilitating the placement/integration of conference specific commitments in the broader context of national development programmes and strategies. They have also supported the formulation of national strategies and programmes.

57. The participation of the World Bank in thematic groups, particularly in countries where it is a major donor, has been an important factor in increasing their effectiveness as country-level mechanisms for coordinated follow-up to conferences. This seems to be especially the case for thematic groups established around cross-cutting themes chosen as the focus of consultative groups and round-table exercises.

58. In general, in the countries were the United Nations system is present, thematic groups have been and continue to be instrumental to ensuring coordinated United Nations system support to follow-up activities of individual world conferences, a role that should continue to be extended to include all conferences and summits. Such thematic groups as those on HIV/AIDS could provide a model in terms of coordinated approach, level of participation and lessons learned.

59. The work of the various thematic groups, organized around specific cross-cutting themes emerging from the international programmes, should now be further integrated to ensure a more comprehensive approach to conference follow-up, facilitating the development of a corresponding integrated follow-up at the national level.

60. Important progress has been made in this direction in the last year by the United Nations system, at both the Headquarters and country levels. In particular, the introduction and implementation of common country assessments and UNDAFs, by providing a framework for a consistent and coordinated interaction among national priorities and international objectives as identified by global conferences and possible United Nations system response, is expected to contribute to more integrated United Nations system support for conference follow-up and to redefine and enhance the work of thematic groups accordingly.

61. In particular, UNDAF provides an opportunity to increase synergies and complementarities between United Nations system organizations in policy dialogue with Governments and to initiate further collaboration in new areas of assistance. Common country assessments, by providing a quantitative foundation and an analytical framework for the assessment of conference follow-up, may become an important monitoring instrument for the integrated and coordinated implementation of international conferences. This tool will be particularly effective if it becomes an instrument of dialogue and interaction with the different stakeholders at the national level and with the mechanisms established at the country level for the individual follow-up to global conferences.

Recommendation

62. The Council may wish to note the progress made by the United Nations system in supporting a conference-by-conference coordinated follow-up, and to encourage the system to continue efforts to ensure a more integrated approach. It may also wish to take into account matters reviewed in the present section and section I above concerning the common country assessment and UNDAF and other programming mechanisms.

D. Cooperation with Bretton Woods institutions

63. In paragraph 35 of its resolution 53/192, the General Assembly encouraged greater cooperation between the World Bank, regional development banks and all funds and programmes. For the present report, the focus is on the World Bank and IMF, bearing in mind also the provisions of Council resolutions 1996/43 and 1999/1 and Assembly resolution 51/166, in each of which the desirability was emphasized of strengthening collaboration between the United Nations and the Bretton Woods institutions in relation to operational activities. Analysis and reporting on relations with the regional development banks will be the object of a future study.

64. A progress report on the three main categories of relationship between the United Nations and the Bretton Woods institutions, namely intergovernmental, secretariat, and country levels, is before the current session of the Council in response to its resolution 1999/1, and is contained in document E/1999/___. That report indicates that the relationships between the institutions' governing bodies has undergone a "sea change" in the past two years, with a series of "first ever" moves towards greater dialogue and understanding of each other's mandates, functions, work processes and strategic approaches. Similarly, at the secretariat level, the report highlights a growing culture of cooperation and consultation, and a greater commitment by the World Bank and IMF to collaborate with the United Nations proper and with the other organizations of the system.

65. At the country level, the report indicates that the building of strategic partnerships is moving forward, with various new avenues of collaboration being established. These build upon existing vehicles for support to Governments in information-sharing, policy dialogue and aid coordination. Obviously important to this process is the impact of the United Nations reform programme, which is building more cohesive country teams and focusing more attention on support for the implementation of global conference agreements and the related social and economic concerns of Governments. Also important is the growing cooperation in countries facing crisis situations, whether from natural disasters or complex emergencies (see sect. V below).

66. Information from the resident coordinator annual reports shows that in most programme countries, the grant resources from the United Nations system are responsible for only a small percentage of total official development assistance (ODA) annual expenditures, and that when resources from the World Bank are also included, the amount is still usually a rather minor portion of the total. Financial figures alone do not measure the significance of United Nations and World Bank involvement, however, because of the issues treated and the leverage often provided in relation to other multilateral and bilateral donors, in support of the programme priorities of the Governments.

67. The United Nations and the World Bank frequently cooperate in the area of aid coordination. In many countries, the United Nations (resident coordinator/UNDP resident representative), the World Bank or often the two together convene meetings with donor and national government representatives to exchange information on current and planned programmes and discuss critical policy issues. In some countries which use the consultative group mechanism, the resident coordinator chairs regular meetings of locally represented donors, while the World Bank convenes the consultative group itself. Attention is being given to increasing the involvement from throughout the United Nations system in the preparation, discussion and follow-up of such meetings, as has been invited by the Council in its resolution 1996/43, though this is occurring mostly on a case-by-case basis.

68. Thematic groups are increasingly being used by country teams as forums to encourage greater coherence and complementarity of actions. The Bretton Woods institutions are not

members of the resident coordinator system but are often considered as part of the country team. In most countries where the World Bank has representation, it participates in one or more of the thematic groups, chairing or co-chairing a number of these. IMF, which has offices in far fewer countries, participates in only a few such groups.

69. The common country assessment and UNDAF, recent components of the United Nations reforms, are already developing the ground for greater United Nations-Bretton Woods institutions collaboration. Building on preliminary efforts in the pilot phase, including close involvement from the World Bank and IMF and experimental linkage of UNDAF and the Bank's country assistance strategy in two countries, the guidelines for UNDAF specify that policy instruments of the Bank and Fund and related agreements by Governments should be fully taken into account. As for the common country assessment, as it is put into effect it may become a useful basis for broad review and analysis of national development situations and for the identification of key issues for policy and action within the United Nations system and beyond.

70. The World Bank President's recent proposal for a comprehensive development framework has provided a specific focus for the ongoing debate on ways to enhance the coherence and increase the effectiveness of development activities. The UNDP Administrator, as chair of UNDG, has encouraged resident coordinators to respond in a positive and constructive manner to requests from the Bank or host Governments to participate in piloting the comprehensive development framework process, while at the same time encouraging the Bank to participate in the common country assessment and UNDAF. Within the context of strengthening the strategic partnership with the World Bank, high-level consultations were held on issues pertaining to the comprehensive development framework. The current pilot phase of the comprehensive development framework will be used to draw appropriate lessons for future cooperation. Principles that form the basis of the comprehensive development framework will be considered in further consultations.

Recommendations

71. The Council may wish to consider further steps to strengthen collaboration between the Bretton Woods institutions and the rest of the United Nations system in the area of operational activities for development. The presence of World Bank representatives at Council sessions, including in the country team panels, will provide a better opportunity to obtain further information on the status of country-level cooperation with that institution in Indonesia and Mali.

72. The Council may wish to explore the interaction between the United Nations and World Bank in the support of aid coordination, participation in thematic groups organized by country teams, linkage of the country assistance strategy and UNDAF; and the potential of cooperation in using the common country assessment as a basis for a broader analysis and identification of key issues.

E. Common premises and sharing of administrative services

73. A number of elements have been put into place to support the planning, implementation and oversight of the United Nations house programme: a clear definition and criteria for the identification of the United Nations house, a new methodology for the selection and analysis of opportunities to establish additional common premises/United Nations houses, and an executive decision-making process to facilitate the entire process. In addition, the guidelines on the administrative management of the resident coordinator system, approved

by CCPOQ in September 1998 on behalf of ACC, are expected to help to promote common services by providing a basis for their equitable co-management by user entities, a question that had hindered their expansion in the past.

74. The definition and criteria for the name United Nations house were endorsed by the Secretary-General on 10 February 1998. The name is conferred by the Secretary-General, upon the recommendation of the UNDG Executive Committee.

75. During 1998–1999, the following results have been achieved:

Date	*Status*	*No.*	*Countries*
1998	Inaugurated	9	Algeria, Bhutan, Lesotho, Lebanon, Malaysia, Mauritius, Libya, Russian Federation, South Africa
1998	Proposed for designation as United Nations houses	22	Armenia, Azerbaijan, Belarus, Bulgaria, Cape Verde, Comoros, Costa Rica, Ethiopia, Eritrea, Honduras, Lithuania, Maldives, Nepal, Papua New Guinea, Philippines, Poland, Samoa, Sao Tome and Principe, Swaziland, Turkmenistan, United Arab Emirates
1998	In-depth evaluations for the possible establishment of United Nations house	9	Bangladesh, Belgium, Burkina Faso, Cambodia, Gambia, Honduras, Kyrgyzstan, Mauritius, Mexico
1999	Proposed relocation to new premises	4	Belize, Honduras, Latvia, Republic of Moldova

76. The following lessons can be drawn in the area of common premises:

(a) Many existing premises are insufficient in size to accommodate the staff of the four UNDG Executive Committee members;

(b) Buildings of sufficient size to accommodate all entities are in short supply in many countries, and accommodation in them, where available, may involve significant additional rent and other costs;

(c) The modality of seeking adequate rent-free premises from Governments needs to be pursued further;

(d) After in-depth evaluation, UNDG decided that obtaining land grants from the Government for the construction of office buildings by UNDG participating organizations is moving to be the highest-risk and least preferred modality for the establishment of United Nations houses. Instructions have been issued to resident coordinators to return land donations to the Government. Meanwhile, at its 1999 second regular session, the UNDP/UNFPA Executive Board recommended, in the case of land grants from the Government for the construction of office buildings, to use a more balanced case-by-case approach before returning land donations to the Government.

77. In the area of common and shared services, the progress achieved is limited so far, although there is general agreement that participating in common services arrangements can yield significant benefits to United Nations organizations. While many benefits can be achieved even in the absence of common occupancy of a building, opportunities are maximized in the use of the United Nations house concept.

78. Based on the recently approved CCPOQ guidelines concerning the administrative management of the resident coordinator system covering the area of common services, the UNDG Management Group on Services and Premises is developing tools and guidance on

the development and implementation of common and shared services. As a first step, the Management Group is collecting systematic information on the current status of and experience with common or shared services in the field offices. On the basis of this information and best practices, the Management Group intends to develop prototype service agreements, pre-established standards for services provision, measures of service performance and suggested governance arrangements for common and shared services, as well as related accountability and cost-recovery aspects. It is important to consider the premises and services aspects together to help realize the benefits of co-location for organizational synergies and cost efficiencies in the operation of field structures of the United Nations system.

Recommendation

79. The Council may wish to take note of progress made in increasing the number of United Nations houses and the new approach adopted to achieve common premises and services, particularly by members of UNDG, in cooperation with other organizations of the system. The Council may wish to encourage further progress based on the principles of shared governance, transparency, quality assurance and demonstrated cost-benefits. The Council may also wish to recommend that the executive boards of the funds and programmes consider the subject of further progress to achieving common premises and shared services, possibly at upcoming joint session of the boards, and consider a practical joint programme of action, including appropriate cost-sharing and adequate financing.

V. Humanitarian assistance, peace-building and development

80. In paragraphs 38 to 40 of its resolution 53/192, the General Assembly focused on the need for linkage of relief, rehabilitation, reconstruction and development efforts in situations of natural disaster and countries in crisis. The Assembly noted an urgent need to develop a comprehensive approach, involving national authorities, the United Nations system, donors and intergovernmental and non-governmental organizations. It also noted the need for early application of developmental tools in humanitarian emergencies, and stressed that the international community should make available sufficient resources for both humanitarian assistance and development.

Related intergovernmental actions

81. Several related intergovernmental actions have recently been adopted, each of which has implications for the Council at its substantive session of 1999. Further conclusions will arise from the Council's consideration of international cooperation and coordination in the transition from relief to rehabilitation, reconstruction and development, chosen as the theme for the humanitarian assistance segment.

82. It may also be recalled that the General Assembly, in its resolution 53/92 on the causes of conflict and the promotion of peace and development in Africa, stressed the importance of improved coordination among relevant bodies and agencies of the United Nations system, requested the Secretary-General to seek further measures in that regard, and invited African countries and their partners to agree on priorities, responsibilities and targets during the coordination segment of the substantive session of 1999 of the Council.

83. It is also useful to keep in view Security Council resolution 1212 (1998), in which the Security Council invited United Nations bodies and agencies, especially the Economic and Social Council, to contribute to the designing of a long-term programme of support for

Haiti. In keeping with Article 65 of the Charter, the Council adopted resolution 1999/4, by which it created the Ad Hoc Advisory Group on Haiti, to be designated in consultation with regional groups and the Government of Haiti. The Council also calls on the Secretary-General and his Special Representative to Haiti, relevant United Nations funds and programmes and the specialized agencies, including the World Bank, to provide necessary assistance to the Group. The Group is to submit its recommendations to the Council at its substantive session of 1999.

84. At its second regular session, held in April 1999, the UNDP/UNFPA Executive Board considered a number of proposals on the relation of operational activities and humanitarian assistance. The Board decided to transmit these proposals to the Council together with the comments of delegations. Proposed recommendations dealt with the strategic framework approach, UNDAF in post-conflict situations, consolidated appeals process-UNDAF linkage, and full country team involvement in designing necessary tools. Commenting on the document, the Board addressed the role of UNDAF, the importance of a comprehensive approach with the involvement of all actors, and creation of flexible mechanisms for crisis countries.

Actions by the United Nations system

85. The United Nations system has taken several steps to implement General Assembly resolution 53/192, including: (a) adoption of a strategic framework for Afghanistan and a paper entitled "Next eps for the United Nations in Afghanistan", as basic references for the relevant political, humanitarian and development activities by the United Nations system; (b) approval by ACC and circulation by the Deputy Secretary-General of generic guidelines for a strategic framework approach for response to and recovery from crisis, that had been drafted in CCPOQ for use in selected countries; (c) establishment within the Office for the Coordination of Humanitarian Affairs-led Inter-Agency Standing Committee on Humanitarian Assistance of a UNDP-led reference group to explore issues of post-conflict reintegration with the aim of providing greater support to the field in addressing operational aspects of improving United Nations performance; and (d) convening of a round table by the Brookings Institution, co-sponsored by UNHCR and the World Bank, for discussion and follow-up within the larger community of the United Nations system, Governments of donor and affected countries, and international and non-governmental organizations, leading to recommendations on institutional arrangements and financing strategies. A working group composed of participating organizations is preparing appropriate recommendations.[6]

86. The UNDAF and common country assessment guidelines, recently circulated throughout the United Nations system, include references to the comprehensive approach sought by the General Assembly. The guidelines for the common country assessment note that it can be useful in situations requiring risk and vulnerability assessment, disaster preparedness and mitigation, and post-conflict and post-natural disaster recovery and rehabilitation. The guidelines for UNDAF note the importance of its linkage to strategic frameworks and consolidated appeals processes, where these exist, so as to build upon the

[6] Of interest may also be recent reports on humanitarian coordination — lessons learned (November 1998), the results of a seminar organized with the support of Sweden; working for solutions to crisis — the development response (December 1998), a study of UNDP recent actions; and recommendations from a forum on the role and function of special representatives of the Secretary-General contained in a report entitled "Command from the saddle: managing United Nations peace-building missions" (January 1999). A common theme in each report is the need for a comprehensive approach, elaborated jointly with national authorities, other United Nations agencies, the Bretton Woods institutions and major donors, and linking the political, humanitarian, human rights and development concerns.

relevant recovery efforts. The recently revised technical guidelines for the consolidated appeal process, including the common humanitarian action plan and the consolidated appeal, call for description of other relevant assistance programmes and how they relate to the consolidated appeals process. For both UNDAF and the consolidated appeals process, the documentation is to be prepared at the country level, under the leadership of the resident coordinator or resident/humanitarian coordinator. Areas of commonality between these instruments are being identified at headquarters and through field initiatives, to assure complementarity, clarify respective roles and facilitate transition from one instrument to the other.

87. At the request of ACC, in March 1999 CCPOQ considered the question of relief and development in relation to follow-up to the Secretary-General's report on conflict, peace and development in Africa (A/52/871-S/1998/318) and issues of system-wide concern arising from it. Members put forth a number of proposals, and the Committee agreed to develop a joint work programme with the Inter-Agency Standing Committee.

Country examples

88. UNDP currently identifies some 51 countries in "special development situations", of which 23 are covered by the consolidated appeals process. Humanitarian coordinators are posted to 14 countries, in all but four of which the resident coordinator fulfils this function. The Office for the Coordination of Humanitarian Affairs has staff assigned to 23 countries, the Office of the High Commissioner for Human Rights has staff assigned to 22 countries, and UNHCR and the World Food Programme (WFP) are broadly represented. With financing for reconstruction a major question despite uncertain conditions on the ground, the World Bank and IMF have representatives in most crisis countries. Special representatives, personal representatives or special envoys of the Secretary-General are engaged in relation to 26 countries or regions. In a few instances, the resident coordinators also serve as deputy special representatives.

89. The resident coordinator annual reports for 1998 reveal a wide range of responses by the United Nations system in conflict and post-conflict situations and natural disasters. Country teams have pulled together for major emergency efforts related to, for example, floods in China and Bangladesh and hurricanes in Central America. In some war-torn countries, the reports showed uncertainty as to what the development partners could do until peace was restored, but in others the crises have led to important actions and innovations in which the interconnections of the relief, development, human rights and political concerns of the United Nations, in relation to national authorities and the international community, were well recognized.

90. In Afghanistan, for example, it was reported that the close interest of the international community in the programming and delivery of the aid response created an environment for intense collaboration among the different stakeholders. In addition, the strong presence of NGOs was seen as a welcome and continuous pressure on the United Nations system to lead by example. All United Nations entities were active in key areas, including preparation of dialogue agendas with the Afghan authorities, and with donor and NGO constituencies; preparation of the annual appeal; inter-agency management of the response to major natural disasters (earthquakes and floods); and preparations for the six-monthly Afghanistan support group meetings.

91. In the case of Bosnia and Herzegovina, the World Bank leads and coordinates external support to the reconstruction programme, while IMF provides macroeconomic policy advice, other advice and technical assistance in a variety of areas related particularly to the banking system and essential balance of payments support. There are at least 18 inter-agency task

forces and theme groups functioning in the country, none exclusively for the United Nations system. Their membership includes representatives of bodies created by the Dayton Accords, United Nations agencies including the World Bank, donor agencies, the European Commission, foreign Governments, national and local government agencies and parastatal bodies, international and national NGOs, and other ad hoc entities. The World Bank chairs four of these.

92. In Burundi, where the resident coordinator reported some parts of the country engulfed in conflict but with all-party peace talks being convened in the United Republic of Tanzania, the resident coordinator is focusing on four objectives: providing humanitarian assistance while planning for recovery; defining the role of the United Nations in a rapidly evolving situation, including dialogue with all groups working towards reconstruction and peace; involving a broad range of partners in all phases of activities and planning, implementation and monitoring; and seeking to clarify roles and responsibilities among the Government, communities and external aid agencies for actions that "bridge" relief and development. Among innovative steps being taken, the United Nations system collaborated on a publication entitled "Choosing hope: the case for constructive engagement in Burundi" in order to seek international support. It will also be used as a basis for a common country assessment.

93. In Tajikistan, the resident/humanitarian coordinator is also the deputy special representative. In this dual capacity, he actively promotes the role of the United Nations in the peace process as well as in supporting sustainable human development since the two are intertwined. This is also one of the several countries where UNDP is supporting the development of a "strategy for assistance" which focuses on creating a cooperative framework to integrate the mandates of the various United Nations agencies with the priorities of the Government. The resident coordinator, in his capacity as deputy special representative, has participated in the contact group meetings held among the "guarantor Governments" and the local leadership in order to discuss and assess the peace process, and to assist the leadership in plotting its course towards fulfilling the protocols of the general peace agreement.

Recommendations

94. While the United Nations has successfully begun to address the issues of strategic coordination, the mechanisms remain somewhat disaggregated, incompletely understood and not widely known, especially outside the United Nations system. It is a time of testing and growth as concerns several types of collaborative action. The comprehensive development framework proposal from the World Bank further adds to the mix. It is obvious that further attention will be needed for the improvement of linkages and for development of a versatile "tool kit" of responses, in which country teams would be encouraged to experiment, in partnership with national authorities and with support from headquarters.

95. Regarding resources, difficulties persist in obtaining support precisely where the issues are so critical, namely the transition from relief to development. In particular, the experience of the consolidated appeals is that the United Nations agencies most involved with helping a country to rebuild capacities and livelihoods see the greatest shortfalls in contributions to the consolidated appeals process. The report of the Secretary-General for the humanitarian assistance segment deals with this in further detail. Other financing mechanisms leading out of crisis are similarly vexed.

96. Bearing the above features in mind, the Council may wish to: (a) encourage the Secretariat and the United Nations system, including the Bretton Woods institutions, to continue to develop collaborative efforts for a "comprehensive approach" that reflect greater

harmonization in the system, yet are flexible and appropriate to individual country situations; (b) invite member States and other international organizations to work with the United Nations system in building more coherent overall programmes that respond to the complex problems of countries in crisis; (c) invite member States and other international organizations to seek to resolve the difficulties of segmented funding arrangements so as to facilitate contributions to transitional situations; (d) decide to consider issues in relation to relief, peace-building and development in a more integrated manner, drawing together relevant matters pertinent to humanitarian assistance, human rights, peacekeeping and peace-building, and operational activities for development; and (e) decide to keep the matter under review and to request a consolidated report from the Secretary-General for its consideration.

VI. Regional dimension

97. In its resolution 53/192, the General Assembly stressed the importance of the regional and subregional dimension in United Nations operational activities, including a role for the regional commissions in the UNDAF process. Other recent intergovernmental actions also focus greater attention on the role of the United Nations system at the regional level. These have implications for operational activities and reinforce the intent of Assembly resolution 53/192.

98. In its resolution 1998/46, annex III, the Council emphasized that the regional commissions have norm-setting, dissemination and analytical functions that are complementary to and reinforce their responsibilities for operational activities, and which should be used more fully by other United Nations bodies, funds and programmes. It urged closer relations between UNDP and the commissions, and welcomed the idea of convening yearly inter-agency meetings in each region, chaired by the Deputy Secretary-General, to improve coordination within the United Nations system. A first round of these will have been held by June 1999, forming a basis for continued dialogue on regional needs, trends and challenges, and the identification of priorities for common assessments and joint work. A report of the Secretary-General on regional cooperation is contained in document E/1999/___.

99. The General Assembly, in its resolution 53/92 on the causes of conflict and the promotion of peace and development in Africa, also stressed the importance of improved coordination among relevant bodies and organizations of the United Nations system. A report of the Secretary-General on concerns in the African region is contained in document E/1999/___.

100. The Administrator of UNDP recently reported to its Executive Board (DP/1999/10) that the UNDP-regional commissions task force has been reactivated and a draft strategic compact has been prepared and is under discussion to clarify further mutual roles and expectations. In its consideration of the matter, the Board emphasized the importance of UNDP support to regional cooperation, especially through the economic and social commissions. Interregional cooperation, including technical cooperation among developing countries, was also seen as having continued importance. The report of the Board on issues to be brought before the Council is contained in document E/1999/___.

101. The guidelines for UNDAF and the common country assessment, recently adopted, provide a new tool for linkage of country and intercountry concerns. They specifically encourage resident coordinators, in consultation with Governments, to secure greater involvement of the regional commissions and to emphasize the significance of regional issues, including through regional thematic groups. The intent is to situate better the

country's development within its regional setting, and to account better for regional and subregional influences.

102. CCPOQ has developed common principles on how better to use the United Nations system's comparative advantage in bringing the regional dimension to bear on operational activities at the country level. On behalf of ACC, the committee recently approved a guidance note on regional and subregional development cooperation, for circulation to resident coordinators, other United Nations system field staff and headquarters units. It will also feature in the CCPOQ operational activities reference manual.

103. The guidance note identifies responsibilities throughout the United Nations system. The United Nations funds and programmes, in particular UNDP, are to take the lead in promoting joint system-wide collaborative action, bearing in mind policies, priorities and strategies identified by the regional commissions and non-United Nations intergovernmental bodies. Other funds and programmes are to re-examine their regional and subregional activities and improve relevant linkages. Specialized agencies are encouraged to set up joint teams or task forces with UNDP and the regional commissions; link better their intercountry activities and the system's country-level work; and inform resident coordinators about relevant exercises. The regional commissions are to engage fully in their main roles of advocacy and consensus-building, analysis, standard-setting, operational activities and exchange of experience. They should also expand relations with non-United Nations regional and subregional intergovernmental bodies. In particular, the regional commissions are to become more involved in UNDAF, in accordance with Assembly resolution 53/192. As for the resident coordinator system, it is to secure greater involvement of all components of the United Nations system at all stages of programming; inject a regional and subregional dimension into country-level activities; develop a country-level inventory of regional and subregional activities carried out by various parts of the system; and maintain liaison with non-United Nations intergovernmental bodies located in the country. The guidelines also recommend steps towards a system-wide framework for intercountry allocations of resources. Implementation of these arrangements is to be monitored, *inter alia*, through the above-mentioned regional meetings chaired by the Deputy Secretary-General.

VII. South-South cooperation/TCDC-ECDC

104. Measures being undertaken by the United Nations system to improve the effective incorporation of technical cooperation among developing countries into their programmes and projects and to intensify their efforts towards mainstreaming the modality of technical cooperation among developing countries, in accordance with paragraph 42 of General Assembly resolution 53/192, will be reviewed by the High-level Committee on the Review of Technical Cooperation among Developing Countries at its eleventh meeting, in June 1999, to assess the activities carried out by the various United Nations organizations, funds and programmes in support of such cooperation, in accordance with the specific provisions of paragraph 45 of the Buenos Aires plan of action on the promotion of TCDC and other mandates of relevant intergovernmental bodies. The outcome of that meeting will be before the Council.

105. Following the conclusion of the High-level Committee, the UNDP Special Unit for Technical Cooperation among Developing Countries will hold a meeting of TCDC focal points from specialized agencies to review the implications of General Assembly resolution 53/192 on the work of the United Nations system organizations, funds and programmes with respect to TCDC, exchange of experience, best practices and innovative approaches in

technical and economic cooperation among developing countries (TCDC/economic cooperation among developing countries (ECDC)), and discuss and agree on concrete measures and indicators of success for implementing the resolution. Common positions will then be submitted for review to CCPOQ in December 1999. Each agency, fund and programme will carry out an assessment of their impact/result in implementing resolution 53/192 in December 2000, and share the conclusions with the Special Unit in preparation for a more consolidated analysis of its implementation in the context of the next triennial comprehensive policy review in 2001.

106. With regard to resource allocation for TCDC, the Special Unit is preparing a report to the UNDP/UNFPA Executive Board, for review at its June 1999 session, to consider increasing resource allocation for TCDC activities.

VIII. National execution

107. In paragraphs 48–51 of its resolution 53/192, the General Assembly calls (a) upon all funds and programmes to consider ways to increase, within existing rules and regulations, the procurement of goods and services from developing countries, both as a mechanism to promote South-South cooperation and for enhancing national execution; and (b) for further work on the development of common guidelines at the field level for the recruitment, training and remuneration of national project personnel, including national consultants, in the formulation and implementation of development projects and programmes supported by the United Nations development system in order to enhance the coherence of the system.

108. In the same resolution, the Assembly also decided that the United Nations system should use to the fullest extent possible and practicable available national expertise and indigenous technologies in the implementation of operational activities, and requested the organizations and bodies of the United Nations system to continue to work on promoting, improving and expanding national execution, including through the simplification and strengthening of relevant procedures, so as to contribute to the advancement of national ownership and enhance the absorptive capacity in developing countries, in particular in the least developed countries in Africa.

109. In their reports to the Council, the funds and programmes indicate the progress that has been made in this regard. In the case of UNFPA, it is mainly in the area of improving their arrangements for choosing an executing agent and how to assess national capacity for programme development and implementation. The UNDP report points out that there are two unresolved issues within the United Nations system where practices vary considerably — approaches to the channelling of funds in national execution and the extent to which agencies and entities are involved in implementation.

110. The issue of national execution came up in the impact evaluation undertaken in 1998. In one instance, while praising part of the programme supported by the United Nations, the evaluators noted that an agency considered the presence of long-term technical assistance personnel as part of the national execution of a national programme, a view with which the evaluators did not concur. Another evaluation raised questions about donor-supported project implementation units and national execution bodies working parallel to the departments of government, and recommended that increasing use be made of national execution for United Nations supported activities, with execution by government departments and district offices and civil society organizations.

111. In another evaluation, there are discreet signs of a possible tension between the accountability and capacity-building aspects of national execution. This may need further

scrutiny in the future to clarify the issue further. On the one hand, there is a need to ensure full compliance with established rules and procedures; on the other, there is a need to promote maximal learning by doing. Different United Nations entities have taken different approaches to dealing with this tension, and it would be appropriate to monitor every agency's experience and draw conclusions after a year or two.

Recommendation

112. The Council may wish to urge the funds and programmes to report to it at its substantive session of 2000 on the use of the recently agreed CCPOQ guidelines on national execution with a view to resolving the issues identified above. The Council may also wish to call on the system to make full use of national capacity in the formulation, implementation and evaluation of programmes and projects, including through the use of national execution, as provided for by the General Assembly in its resolution 53/192.

IX. Monitoring and evaluation

113. In its resolution 53/192, paragraphs 52–57, the General Assembly provides significant policy guidance in the area of monitoring and evaluation. They can be summarized as involving at least five goals:

(a) Evaluation criteria to be built into all projects and programmes at their design stage, greater collaboration on evaluation at the country level;

(b) Lessons learned from both monitoring and evaluation exercises to be systematically applied into programming processes at the operational level;

(c) Capacities of the recipient countries to be strengthened to perform both effective programme, project and financial monitoring and impact evaluations of operational activities funded by the United Nations;

(d) Monitoring and evaluation of operational activities, including joint evaluations, to be impartial and independent, under the overall leadership of the Government;

(e) Experience to be disseminated of effective and efficient cooperation within the United Nations development system.

114. While it was not possible to conduct an in-depth review of progress at the country level and within the United Nations system for the present progress report, some specific initial steps are reported here. It will be necessary for the system to take further steps to strengthen aspects of the evaluation dimension of its operational activities. Some of the steps are outlined in the management process contained in the annex. Moreover, the Department of Economic and Social Affairs of the United Nations Secretariat will continue to conduct impact evaluations on the basis of a proposal reviewed with interested partners, and subject to continued financing through the United Nations Trust Fund for Operational Activities Case Studies. Based on the initial response and the resource levels currently foreseeable, the programme has been reconfigured. It is now anticipated that no more than 16 evaluations can be completed in time for the next triennial policy review. It is anticipated that their focus will be on capacity-building and poverty eradication. The first of these missions is anticipated to take place in the United Republic of Tanzania in July 1999, and will examine both capacity-building and poverty eradication. The material contained in the annex concerning the management process for the follow up of Assembly resolution 53/192 gives greater details concerning this impact evaluation programme.

115. The Department of Economic and Social Affairs has been active in producing a publication summarizing the reports and passing on the lessons learned about capacity-building. It has also organized, with help from Switzerland, a workshop designed to produce practical guidance to programme managers and designers in the field and at headquarters. The United Nations Children's Fund (UNICEF) and UNDP, with extrabudgetary assistance from the United Kingdom, are organizing practical seminars to provide guidance to those designing and managing capacity-building initiatives at the country level.

116. With regard to strengthening national capacity in evaluation, UNICEF is involved in the inaugural meeting of an African evaluation association foreseen for September 1999. This initiative is designed to strengthen capacity in Africa for the monitoring and evaluation of development programmes. The conference will aim to provide training in evaluation methods and lay the basis for establishment of national associations and networks of people working in evaluation in most African countries.

117. There are signs that steps are being initiated to promote greater collaboration on evaluation at the country level. The Secretary-General's reform programme sought to achieve goal-oriented collaboration, programmatic coherence and mutual reinforcement, by arranging for United Nations programmes of assistance to be formulated and presented as part of a single UNDAF with common objectives and time-frames. The new guidelines for UNDAF prepared by UNDG offer an opportunity for those country teams, which envisage that benefits can be gained from synergy while not imposing unnecessary restrictions on those that do not find this appropriate to their circumstances. Accordingly, under the guidelines, the country team is expected to determine the most suitable approach to and participation in the mid-term review of the UNDAF. As participating organizations conduct the mid-term reviews of their programmes of cooperation, either individually or jointly, they should aim to analyse the relevance of the UNDAF and common country assessment, and assess progress towards the objectives of the UNDAF.

118. Similarly, evaluations organized at the end of the UNDAF cycle will give participating organizations, in consultation with the Government, the opportunity to assess the achievement of all or selected country-specific objectives of programmes covered under individual UNDAFs and to take stock of the lessons learned. This will provide an obvious opportunity for country teams, which so desire, to pursue several objectives at the same time — lightening the burden on national officials by having fewer evaluations, concentrating on fewer and more important issues and using only one set of procedures; increasing focus on, and understanding at the national level, of the overall contribution of the United Nations system; economizing on scarce resources allocated for monitoring and evaluation.

119. In its report, UNDP notes the difficulties inherent in arranging joint evaluation. This is consistent with the experience of others. It is a complicated exercise for the headquarters of different agencies, based in different capitals, with different levels of skill and different technical leanings, to be called upon to carry out evaluations of technically complex issues. As such, the effort and expenditure on joint evaluations by agency headquarters is only likely to be justified exceptionally, when there is a major topic or issue that needs a collective look.

120. The planned programme of impact evaluations may prove to be such an exception, although it will be for the funds, programmes and specialized agencies and their respective governing bodies to see where their evaluation agendas coincide and they have experience worthy of being evaluated jointly and brought to the Council's attention. For its part, the Department of Economic and Social Affairs initiated a proposal for extrabudgetary funding with interested member States in December 1998. The proposal foresaw a comprehensive programme of some 24 evaluations.

Recommendations

121. The Council may wish to reaffirm the importance of joint and collaborative evaluations by the United Nations development system at the country level, in the context of ongoing reforms aimed at goal-oriented collaboration and programmatic coherence. The Council may also wish to call on countries to undertake, with the support of the resident coordinator system, periodic evaluations of operational activities, with a view to improving their efficiency and effectiveness and enhancing their impact. The Council may also wish to encourage the funds and programmes to increase collaboration in monitoring and evaluation within the framework of UNDG, and in consultation with all relevant partners in accordance with the provisions of paragraph 55 of Assembly resolution 53/192.

122. The Council may also wish to take note of the plans for further impact evaluations as outlined above with the aim of obtaining initial results of these evaluations in the year 2000 and a more comprehensive analysis of the results achieved by the system within the context of the next triennial comprehensive policy review in the year 2001.

Annex

Management process for the implementation of General Assembly resolution 53/192 and related resolutions*

1. Implementation of the policy directives contained in General Assembly resolution 53/192 on the triennial comprehensive policy review of operational activities of the United Nations development system requires a comprehensive approach over a three-year period. It involves action at the intergovernmental and inter-agency levels, as well as requiring action by individual Governments and United Nations system organizations. The full and successful implementation of the triennial comprehensive policy review process requires the continuing commitment of the whole United Nations system at all levels.[a] The Council will also need to provide guidance on policy as well as monitoring the process.

General Assembly

2. The General Assembly, as the highest intergovernmental mechanism for formulation and appraisal of policy matters relating to the economic, social and related fields, including overall policy issues regarding modalities of funding of operational activities for development and the triennial policy review, established a number of policy directives in its resolutions 44/211, 47/199, 50/120 and 53/192. Based on the recommendations of the Council in 1999 and 2000, the Assembly may take further action. In 2001, it will conduct the next triennial comprehensive policy review of operational activities of the United Nations development system, based on the report of the Secretary-General as requested in paragraph 64 of Assembly resolution 53/192.

Economic and Social Council

3. The main responsibility of the Council in the area of development cooperation is to improve the quality and impact of the operational activities of the United Nations, to promote an integrated approach and to ensure that the policy directives formulated by the General Assembly during the triennial policy review of operational activities, are appropriately implemented on a system-wide basis.[b] The ongoing responsibility of the Council in this respect is recognized by the Assembly in its resolution 53/192, in which it recommends that the Council undertake some specific tasks. Moreover, when considering the reports of the executive boards of the United Nations funds and programmes and other reports submitted to its operational activities segment, the Council considers them in the light of the implementation of Assembly resolution 53/192.

Executive boards of the United Nations funds and programmes

4. In its resolution 53/192, the General Assembly reaffirmed that the governing bodies of the United Nations funds and programmes should take appropriate action for full implementation of its provisions, and requested the executive heads of the funds and programmes to submit a yearly progress report to their executive boards on measures taken and envisaged for the implementation of the resolution, as well as appropriate recommendations (para. 58). The executive boards of the United Nations funds and

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* Prepared in accordance with General Assembly resolution 53/192, para. 60.

[a] See ACC statement on the implementation of General Assembly resolution 53/192, which is contained in appendix I.

[b] See General Assembly resolutions 48/162 and 50/227.

programmes are asked to ensure that the heads of United Nations funds and programmes include in their annual reports to the Economic and Social Council, prepared in accordance with Council resolution 1994/33, a thorough analysis of problems encountered and lessons learned, with an emphasis on issues arising from the implementation of the Secretary-General's reform programmes, the triennial policy review and the follow-up to conferences, so as to allow the Council to fulfil its coordinating role (see Assembly resolution 53/192, para. 59; and Council resolution 1998/27, para. 1).

5. To fulfil this role, the executive boards will consider the implementation of the policies formulated by the General Assembly in its resolution 53/192 and other relevant resolutions and put in place specific measures and timetables for their full implementation.[c]

Specialized agencies of the United Nations system

6. The General Assembly, in successive triennial policy review resolutions, established and reaffirmed that the governing bodies of specialized agencies of the United Nations system should take appropriate action for the full implementation of these resolutions, and requested the executive heads of specialized agencies to submit a yearly progress report to their governing bodies on measures taken and envisaged for the implementation of the resolution, as well as appropriate recommendations (see Assembly resolutions 53/192, para. 58; 50/120, para. 55; and 47/199, para. 51).

ACC Consultative Committee on Programme and Operational Questions

7. ACC, through CCPOQ, will take system-wide steps to implement Assembly resolution 53/192 in a fully coordinated manner,[d] including by issuing guidelines on the functioning of the resident coordinator system, and programming. In proceeding with the implementation of General Assembly policy directives, account will be taken of the decisions emanating from the Council and other relevant governing bodies.

United Nations Development Group

8. UNDG will play an important part in the implementation of resolution 53/192 by continuing its efforts to improve the resident coordinator system, through further efforts to continue to broaden the base of recruitment of resident coordinators, increasing the number of women resident coordinators, and improving its selection criteria and procedures, including through the use of competency assessment and training and by ensuring that the resident coordinators take fully into account the mandates of all organizations of the resident coordinator system. Action has been taken in these areas, in close cooperation with CCPOQ, particularly on matters pertaining to the functioning of the resident coordinator system. Moreover, UNDG will take concerted action on the common country assessment, UNDAF, common premises and shared services (for details, see appendix II). UNDG is coordinating its activity with the Executive Committee on Economic and Social Affairs and the Office for the Coordination of Humanitarian Affairs, in leading the implementation of Assembly resolution 53/192.

[c] See appendix II for details.

[d] See appendix I.

Appendix I

ACC statement on the implementation of General Assembly resolution 53/192

1. ACC notes the progress made in strengthening the role of the United Nations system in providing support to national efforts of recipient countries through more effective development cooperation, greater efficiency and impact. This progress, enhanced by the implementation of the Secretary-General's reform initiatives and the reforms undertaken by other organizations of the United Nations system, is noted by the General Assembly in its resolution 53/192 on the triennial comprehensive policy review and the related report of the Secretary-General, which was fully endorsed by the Assembly in that resolution.

2. ACC will continue to take the necessary steps to provide all recipient countries with effective development support through full coordination at the global, regional and country levels. ACC will ensure that this support achieves optimal results at the country level, particularly in the eradication of poverty. The system will continue its support to national efforts in the implementation of globally agreed goals and targets, in accordance with national plans and priorities.

3. ACC will implement the relevant provisions of Assembly resolution 53/192 in a fully coordinated manner as outlined in the management process prepared in accordance with paragraph 60 of the resolution, which will be considered by the Economic and Social Council at its substantive session of 1999. ACC notes the request made by the General Assembly to relevant governing bodies of the United Nations system to take appropriate action for the full implementation of the resolution in a complementary and coherent fashion. The outcome of these bodies will be taken fully into account in the implementation of the resolution over the next three years.

4. In order to give full effect to the relevant provisions of the resolution dealing with the resident coordinator system, CCPOQ, and its working group on the resident coordinator system will prepare relevant guidance and guidelines on the strengthening of country-level cooperation through the resident coordinator system. Appropriate supportive steps, including the simplification and harmonization of programming processes and procedures, wherever necessary, will be taken by the relevant members of ACC. Particular attention will be paid to the full and effective participation of the organizations of the United Nations system in the preparation of the common country assessment and UNDAF. Cooperation among all relevant partners of the United Nations development system, including the Bretton Woods institutions, will be ensured according to their respective mandates. The guidelines for the common country assessment and UNDAF explicitly provide for effective cooperation to this end. ACC welcomes the progress achieved so far on strengthening the resident coordinator system and on increasing ownership of it by the system as a whole.

5. ACC notes with concern the continuing decline in core resources for development cooperation, and looks forward to the successful conclusion of the negotiations on funding strategies foreseen in paragraph 16 of Assembly resolution 53/192. In this connection, it notes with pleasure the provisions of paragraph 11 which welcome the steps taken by the system in achieving overall improvement in the efficiency, effectiveness and impact of the United Nations system in delivering development assistance.

6. ACC will undertake the required steps to give full effect to the relevant provisions of the resolution dealing with the coordinated follow-up to global conferences, gender in development, technical cooperation among developing countries, capacity-building, cooperation with civil society, supporting countries involved in various stages of relief, rehabilitation, reconstruction and development, regional dimensions of development, national execution and monitoring, and evaluation.

Appendix II

Implementation schedules

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I. Funding for United Nations operational activities and statistical reporting

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
Assembly resolution 53/192, paragraphs 7 through 16. Resources and funding issues need to be dealt with at the governmental level. The discussions on funding strategies held in the executive boards of the United Nations funds and programmes and the decisions adopted recently by the executive boards of the United Nations Development Programme and the United Nations Population Fund could lead to reverse the declining trend in core resources and to put funding for United Nations development activities on a predictable, continuous and assured basis. The results of this development may have an important impact on a wide range of issues covered by resolution 53/192 and the ability of the United Nations system to respond to the requirements of recipient countries The reports of the Secretary-General to the Council and the General Assembly will continue to provide statistical information on resources trends of the operational activities for development within the United Nations system. The funds and programmes also will report through their respective executive boards to the Council, in accordance with Council resolution 1998/27 and paragraphs 16, 58, 61 and 62 of Assembly resolution 53/192 CCPOQ guidelines drafted 1999	Reverse the declining trend in core resources and to put funding for United Nations development activities on a predictable, continuous and assured basis with the aim to strengthen the ability of the United Nations system to respond to the requirements of recipient countries	New pledging process in 2000 Assessment of the overall financial picture of the funds and programmes on an annual basis	Action at the level of Boards in 1999	Executive Boards Council General Assembly Governments United Nations/Department of Economic and Social Affairs United Nations funds and programmes CCPOQ United Nations system organizations

II. Strategic frameworks and programming

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
General Assembly resolution 53/193, paragraphs 17–22 and 63 on UNDAF, paragraphs 22 and 31 on common country assessment (considering paras. 18–20), paragraph 21 on country strategy note. General Assembly resolutions 50/120, paragraphs 14 and 17 through 19 on country strategy note, paragraph 28 on the programme approach, and paragraph 45 on country strategy note (common databases) UNDAF: the General Assembly has requested the Secretary-General to report, through the Council, on the results of an evaluation of the impact of UNDAF in the field activities as an integral part of the next triennial policy review of operational activities (para. 63 of resolution 53/192) The General Assembly has also requested the Secretary-General to report annually to the Council on UNDAF (para. 63 of resolution 53/192) The General Assembly has defined general features of UNDAF and its formulation process (paras. 17 through 22 of resolution 53/192)	UNDAF to promote a country-driven, collaborative and coherent response, by the United Nations system Full Government participation in the formulation of UNDAF Full and active participation of the specialized agencies in the preparation of UNDAF UNDAF to facilitate the United Nations contribution to the coordinated follow-up to global conferences Involvement of their development partners in the preparations of UNDAF	Number of completed UNDAFs gradually increased every year Continuous monitoring of the implementation of UNDAF with special attention given to: • the country-driven, collaborative and coherent nature of the UNDAFs • the agreement of the recipient Government • the degree of participation of the specialized agencies • the coordinated follow-up to Global Conferences • involvement of their partners Finding will allow the elaboration of a report to the executive boards and the Council in 1999 and 2000 and the Assembly in 2001 on the evaluation of impact of UNDAF in the field of operational activities	Guidelines, revised on the basis of lessons learned during the pilot phase and guidance of the General Assembly, shared with the country teams (April 1999) Design and start-up of support arrangements to assist country teams in the formulation of UNDAF (May 1999) Creation of monitoring mechanisms (June 1999)	UNDG and its sub-groups on programme operations and programme policies Director-General's office Resident coordinator system CCPOQ, including the working group on the resident coordinator system, and its member organizations Regional commissions
Common country assessment — the General Assembly notes the importance of the common country assessment for the formulation of UNDAF (para. 21 of 53/192, see also paras. 18–20 on the participants in the formulation of UNDAF)	Common country assessment — process implemented in most recipient countries (when relevant) by year 2001, resulting in a quality common country assessment, with regular updating and continuous improvement. Highly participatory process	Number of countries in which a common country assessment process/document have been implemented, to be reported to the Council Use of common country assessment for the formulation of UNDAF. Evaluation of impact of UNDAF presented to the Council in 2001	Country teams to undertake common country assessment with full support of various HQs, UNDG, UNDG sub-group on programme policies, Director-General's office. Support system to be made fully operational by end 1999	

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
	Common country assessment serving as a key basis for the effective formulation of UNDAF		Future UNDAFs designed and implemented based on a quality common country assessment	
The General Assembly calls for further simplifications, harmonization and rationalization of procedures for developing common databases of the United Nations system at the field level, in consultation with national Governments (para. 31 of resolution 53/192 and para. 45 of resolution 50/120)	Improved United Nations collaboration, including the mobilization of analytical and operational capabilities available in the whole United Nations system, resulting in greater unity of purpose, advocating United Nations values and global conferences follow-up, and greater impact on the national development strategy and process Strengthening of common databases, including the development and use of a common country assessment indicator framework, jointly developed by the country and the United Nations	Degree of participation of non-resident United Nations entities in common country assessment Existence of a common country assessment database and national capacity to support assessment and analysis, monitor trends	HQs of all United Nations system organizations to support such participation Active role of CCPOQ Priority in common country assessment and support system to be given to strengthening national information system and build up a common country assessment indicator framework based on common country assessment guidelines	
Country strategy note — the General Assembly reiterated the voluntary nature of the country strategy note and implicitly recognized its function, where it exists, in the preparation of UNDAF since it reflects national priorities (para. 21 of resolution 53/192, reiterating the concept already present in para. 17 of resolution 50/120)				
Programme approach — the General Assembly requests the United Nations development system to continue to work on improving the definition and guidelines for the programme approach. While new guidelines have been issued by CCPOQ, the question stays of other actions required to ensure that the new guidelines are adequately reflected into the operational activities for development of the United Nations system, particularly taking account of new mechanisms, such as UNDAF and common country assessment				

III. Resident coordinator system

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
Resident coordinator system, field-level committee and thematic groups The General Assembly stressed the need to increase complementarity and avoid duplication at the field level within the United Nations development system, in full respect of the mandates of each United Nations system organization (paras. 5 and 6 of resolution 53/192) General Assembly resolution 53/192 has requested the Secretary-General to continue to make the resident coordinator system more participatory, adopt a more consultative approach within the United Nations system and make greater use of thematic groups (para. 23 of resolution 53/192 and para. 36 of resolution 50/120) The General Assembly supported the initiatives of UNDG to further improve the resident coordinator system (para. 25 of resolution 53/192 and paras. 37–38 of resolution 50/120, which includes the requests for developing common guidelines) The General Assembly decided that the resident coordinator should, at an early stage of formulation be informed of planned programme activities of the United Nations organizations in order to promote coordination and better division of labour (para. 40 of resolution 50/120) The General Assembly requested the field level committees organized by the United Nations system country team to	By 1999, revise guidelines for the resident coordinator system Continue strengthening of the participatory nature of the resident coordinator system (including improved performance in the selection, clearance, appraisal and training) Improved performance of field committees by systematically reviewing draft country programmes, sectoral programmes and projects, prior to their approval. Inclusion of national focal points in the outcome of the review process. Updating of this function in the light of the introduction of UNDAF Improved performance of work groups, also in the context of the UNDAF and common country assessment processes	1999, the inter-agency advisory panel on resident coordinators meets throughout the year All candidates to resident coordinator position will be competency assessed	CCPOQ working group on resident coordinators to deal with system-wide issues Report of the UNDG steering committee on competency assessment to CCPOQ (March 1999) Implement UNDG action agenda on resident coordinator system Implement new resident coordinator selection procedure	CCPOQ and its working group on resident coordinator system UNDG and its Executive Committee Support Group Steering committee on resident coordinator competency assessment Sub-group on resident coordinator issues Working group on resident coordinator system Director-General's office United Nations/Department of Economic and Social Affairs UNDP
	Identify support to resident coordinators: resources, staff support, communications, networking, "good practices" etc	June 1999	UNDG concept paper	
	Improved resident coordinator annual reports Improved consolidation of annual resident coordinator reports	September 1999, on basis of analysis, resident coordinator annual reports, take actions as required		

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
review substantive activities, including draft country programmes, sectoral programmes and projects — prior to the approval by individual organizations, and should exchange experience acquired, on the understanding that the results of the work of the review committee should be submitted to national Governments for final approval through the national focal points (para. 41 of resolution 50/120 and para. 40 of resolution 47/199)				

IV. Decentralization and delegation of authority

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
Assembly resolution 53/192, paragraph 29. The needs and priorities of recipient countries require flexibility and decentralization of operational activities to the country level, as well as the continued application of these measures to further enhance programme responsiveness and impact. Resolution 50/120, in its paragraph 31 also requested the governing bodies of all funds, programmes and specialized agencies to make further progress to ensure that delegated authorities should be expanded to become equal and uniform, to the maximum extent possible	Further decentralization and delegation of authority by the various United Nations organizations to allow better flexibility to meet the needs and priorities of recipient countries and to achieve equal and uniform delegation of authority, as far as possible	Action by all organizations and their respective governing bodies, as required in 1999–2000 Monitoring report containing results of assessment for substantive session of 2000 of Council	Management actions and intergovernmental decisions Action by all organizations and their respective governing bodies, as required in 1999–2000	Individual organizations of the United Nations system CCPOQ CCAQ Other appropriate bodies

V. Simplification and harmonization

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
Assembly resolution 53/192, paragraphs 31, 32, 33, 51. Further simplification, harmonization and rationalization of procedures for operational activities of the United Nations development system at the field level, developing common database and putting in place by funds and programmes specific measures and timetables to advance the simplification and harmonization of procedures. To promote greater consistency in the presentation of budgets at the headquarters level, and at the field. To promote, improve and expand national execution, including through the simplification and strengthening of relevant procedures so as to contribute to the advancement of national ownership and to enhance the absorptive capacity in developing countries	A concrete course of action will be worked out and presented to the Council			Government Resident coordinator system UNDG, and its sub-group on programme operations and sub-group on programme policy Director-General's office CCPOQ United Nations/Department of Economic and Social Affairs
	Harmonization of most programme cycles by the year 2001	Country-specific action plan formulated by each country team Assessment of the current situation and development of the action plan UNDG Executive Committee decision on the action plan (May 1999) Monitoring system established Reporting to the Council in 2000	Implementation of country-specific action plan by country teams Monitor compliance and progress with implementation of country-specific action plan Provide support to country teams in the implementation of their action plan	
	Common database developed at the country level Common terminology on programming processes and products agreed by UNDG leading to increased harmonization of programming procedures	Common country assessment indicator framework agreed and shared with the field, April 1999 Common terminology on programming processes and products agreed by the UNDG by March 1999	Note drafted, agreed by UNDG member organizations and shared with country teams	

VI. Common premises and shared administrative services

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
Assembly resolution 53/192, paragraphs 36 and 41. Further implementation of the initiatives in pursuing common premises, including by taking a cost-benefit study as called for by relevant resolutions, and to increase coordination and rationalization in developing shared administrative services and the rationalization of existing procedures	Substantially revise the target for achieving "United Nations house" as new concept of common premises (30 officially designated United Nations houses by the end of 1998)	By the end of 1999 to achieve the target of 40 United Nations houses, depending on executive boards decision on this question	Decisions by executive boards on financial aspects (2000–2001) UNDG Executive Committee decision on revised plan of action with established targets and time-frame (1999)	UNDG and its sub-group on common premises and services United Nations resident coordinators CCPOQ
	Increased coordination and rationalization in developing shared administrative services and rationalization of existing procedures	Guidelines on shared administrative services and on the concept of a "virtual house" to be achieved through electronic connectivity and compatibility among United Nations system organizations (by the end of 1999)	Interaction with resident coordinator system on development of rules relevant to all organizations operating in the field	CCAQ(FB)

VII. Civil society

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
Assembly resolution 53/192, paragraph 30. The Assembly decides that, with agreement of the host country, the United Nations system should assist Governments in creating an enabling environment that strengthens linkages between Governments, the United Nations system, civil society, national non-governmental organizations and the private sector that are involved in the development process, with a view to seeking innovative solutions to problems	Establish a stronger partnership with civil society organizations so as to enhance the United Nations system efforts to assist Member States in achieving greater economic and social progress Strengthen the enabling environment for the effective functioning of civil society organizations in the development process, including efforts in support of capacity-building of specific entities, so as to help achieve innovative solutions to development problems Strengthen linkages and dialogue involving the private sector and its role in the development process Clarify, facilitate and harmonize United Nations system administrative and financial procedures for working with civil society organizations with the aim of increasing civil society organization participation in all stages of the programming cycle for United Nations support to Governments	Put into effect a set of ACC principles underpinning United Nations system operational collaboration with civil society organizations (CCPOQ March 1999). Implement the and assess progress Build upon the United Nations system-wide survey of experiences in civil society organization capacity-building and institutional development (CCPOQ March 1999). Expand the framework, replicate useful approaches, and benefit from lessons learned Examine relations of United Nations entities with business community and build upon findings Review an inter-agency study on procedures for working with civil society organizations (CCPOQ March 1999). Expand and finalize the study; devise common procedures, as appropriate	Adopt ACC principles or other CCPOQ outcomes Stimulate familiarity with these at field and HQ levels Consult with Governments Facilitate dialogue among Governments, civil society organizations and business community Help in the development of civil society organization relations	ACC/CCPOQ All United Nations agencies United Nations resident coordinator system

VIII. Follow-up to major United Nations global conferences

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
General Assembly resolution 53/193, paragraphs 22, 26 and 34, and Economic and Social Council resolutions 1998/44 and 1998/290. Further support the intergovernmental process for a coordinated follow-up to global conferences as well as country-coordinator system and UNDAF	The General Assembly reiterated the commitment of the United Nations to implement the outcomes of the major conferences and the importance to accelerate efforts for the coordinated follow-up to global conferences (para. 34 of General Assembly resolution 53/192) The General Assembly also recognized the decision of the Council (1998/290) on an intergovernmental process on relevant indicators, and welcomed the decision to hold an informal Council meeting in May 1999 (para. 34 of Assembly resolution 53/192 and para. (e) of Council decision 1998/290) The Secretary-General will prepare a report for that informal meeting on basic indicators used by United Nations system and other relevant institutions to measure progress towards the implementation of the integrated and coordinated follow-up to major United Nations conferences and summits (subpara. (e) of Council decision 1998/290). Collaboration among various entities of the Department of Economic and Social Affairs and consultation with system, in particular UNDG and CCPOQ, is expected	By the end of April 1999, a contribution of the UNDG working group on indicators to the new guidelines of UNDAF and common country assessment is expected By March 1999, an expert group meeting to review ongoing work on development of indicators at international and national levels will be organized by the United Nations Statistics Division, immediately following the thirtieth session of the Statistical Commission	Indicators to be incorporated into common country assessment and UNDAF guidelines	Within the Department of Economic and Social Affairs/United Nations Secretariat In UNDG and its working group on development indicators Director-General's office Within CCPOQ, the working group on the resident coordinator system Regional commissions

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
	The Secretary-General will submit a progress report to the Council on the implementation of its resolution 1998/44 on integrated and coordinated implementation and follow-up of major United Nations conferences and summits in 1999 (para. 18 of Council resolution 1998/44). A consultation within the Department of Economic and Social Affairs and with the United Nations system is required. New targets for 2000 and 2001 on that subject will be defined, after concluding that session in July 1999 The resident coordinators shall facilitate the coherent and coordinated United Nations follow-up to major international conferences at the field level (General Assembly resolution 53/192, para. 26). Consultation of the Department of Economic and Social Affairs with UNDG and CCPOQ to report on this subject in the progress reports to the Council on operational activities is expected UNDAF should play a facilitating role as a United Nations contribution to the coordinated follow-up to the major United Nations conferences at the field level (General Assembly resolution 53/102, para. 22)	By the end of April 1999, the draft report to the Council on follow-up to global conferences will be prepared By July 1999 and each year before the triennial policy review of 2001, the Department of Economic and Social Affairs will consult with UNDG and CCPOQ in order to monitor the status of implementation of paras. 22 and 26 of resolution 53/192	Based on resident coordinator's annual reports inputs to the Secretary-General's report	UNDG and Director-General's office

IX. Gender in development

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
The provisions of General Assembly resolution 53/192, paragraphs 25, 46 and 47 and paragraph 43 of resolution 50/120, as well as Council resolution 96/26 deal with the implementation of the Beijing Platform for Action as well as the recruitment of women to senior positions. It should be noted that Council resolution 1998/26 is also cited in the first preambular paragraph of resolution 53/192 and thus permeates all provisions of this resolution	50/50 gender distribution by 31 December 2000 Coordinate and mainstream gender issues in strategic frameworks, common country assessment and UNDAFs Incorporate a gender perspective in the coordinated and integrated follow-up to major United Nations conferences Target women and girls living in poverty and ensure availability of funding for relevant activities Implement specific gender-oriented programmes for the eradication of poverty and literacy and other areas (see para. 5 of Council resolution 98/26) Establish and strengthen the role of gender units and focal points, including guidelines and directives for mainstreaming a gender perspective in policies and programmes	Benchmarks to be established for individual departments of the United Nations based on their gender action plans	Application of the special measures for the achievement of gender equality in the United Nations Secretariat (ST/AI/412) April 1999, gender mainstreaming in the UNDAF and common country assessment guidelines, including in the common country assessment indicators framework Design and implementation of action plans to achieve gender balance in individual departments and offices (General Assembly resolution 53/119)	UNDG and its sub-group on gender and sub-group on programme policies Director-General's Office CCPOQ/ACC

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
In accordance with Assembly resolution 53/192, gender mainstreaming is to take place in operational activities of the United Nations system in all fields, in particular in support of poverty eradication (47) The number of women resident coordinators should be increased and the Secretary-General and United Nations development system are to take all measures to ensure gender balance when making appointments, including at the senior level and in the field, in accordance with relevant General Assembly resolutions (25, 46)	Gender considerations incorporated in increased numbers of operational activities of the United Nations system Achieve time-bound measurable goals for achieving gender equality Assist Governments in integrating data disaggregated by sex and age in country programmes Strengthen the role of the resident coordinator system, including through training of incorporating gender perspective in operational activities	Criteria for good practices of gender mainstreaming set by October 1999	Prepare a compendium of good practices in implementing the Beijing Platform for Action and gender mainstreaming — publish selected good practice, June 2000 Organize round table on the best of United Nations good practices, June 2000 IACWGE task force to follow up and develop fund-raising proposal for the above actions	UNIFEM as task manager
		Database of good practices in gender mainstreaming established	Enter data into the inter-agency Web site (WomanWatch)	UNIFEM as task manager
	Reporting on the use of resources allocated for gender mainstreaming Take appropriate actions to implement other aspects of Council's resolution 1998/26	Several major methodologies for gender impact analysis identified by March 2000	Collect existing practices and methods for gender mainstreaming analysis Organize e-mail discussion on issues and experiences of gender impact analysis	World Bank as task manager
		Systematic programme of work with other ACC committees	Maintain inter-sessional dialogue with IASCD and CCPOQ Review the work programmes of AAC Committees to identify entry points	Division for the Advancement of Women

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
	Increased gender mainstreaming in the policies and programmes of UNDP, particularly its core programmes on governance and poverty alleviation	UNDP-funded poverty alleviation programme and governance programme in 22 African countries examined from the gender perspective by December 1999	Under a project on assessment of gender mainstreaming in UNDP-funded governance and poverty alleviation programmes in sub-Saharan Africa Design checklist, guidelines to national expert, and questionnaire Prepare three thematic reports and one final report	Division for the Advancement of Women, UNDP
		Secretary-General's report to Council in 1999 on poverty and capacity-building should include a section on gender issues Reporting on gender perspectives in operational activities will be part of the Secretary-General's report to the preparatory committee of the special session on the implementation of the Fourth World Conference on Women in 2000		United Nations/Department of Economic and Social Affairs

X. Capacity-building

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
Assembly resolution 53/192, paragraphs 37 and 62. The Assembly reaffirms that capacity-building and its sustainability should be explicitly stated as a goal of United Nations system country-level assistance, with the aim of strengthening national capacities in policy and programme formulation, coordination, monitoring and review. The Assembly invites the Council, at its 1999 substantive session, to consider issues of poverty eradication and capacity-building, on the basis of progress reports by the Secretary-General	All United Nations system organizations explicitly state capacity-building as a goal of United Nations system technical assistance Evidence of greater strengthening of national capacities in named areas	ACC statement on capacity-building, supported by indication of old and new commitments by member organizations of CCPOQ (1999) Preparation of the Secretary-General's report to the Council on poverty eradication and capacity-building (1999) Preparation of the Secretary-General's report to the Council on capacity-building (within the framework of forthcoming impact evaluation studies) (1999) Organize a programme of evaluation to assess impact of United Nations system support for capacity-building (1999–2001) Review 1998 impact evaluations on "capacity-building" and make use of them for publication		United Nations agencies CCPOQ United Nations/Department of Economic and Social Affairs UNDG
	Enhance absorptive capacity in recipient countries	Recommendations on "absorptive capacity' submitted to UNDG		UNDG and its sub-group on programme operations

XI. Humanitarian assistance

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
Resolution 53/192, paragraphs 38–40. The Assembly recognizes that relief, rehabilitation, reconstruction and development are generally not consecutive but often overlap. It notes several related matters, including: the need to develop — through a strategic framework, when appropriate — a comprehensive approach to countries in crisis; that this approach must involve national authorities, the United Nations system, donors and intergovernmental and non-governmental organizations; that national authorities must take a leading role in the recovery plan; and that development tools need to be applied early on	Finalize ACC generic guidelines for strategic frameworks Devise and apply a strategic framework in several countries	Generic guidelines for strategic framework finalized by ACC (1999) Devise and apply at least one strategic framework per year	Action by ACC	ACC, CCPOQ, IASC, UNDG Resident coordinators Humanitarian coordinators Individual agencies Director-General's Office
	Achieve greater coherence and linkage between humanitarian assistance and development assistance, including natural disasters	Devise and agree on linkages of the consolidated appeal process for humanitarian assistance with the UNDAF and common country assessment in recovery/ transition situations; adapt common country assessment principle to crisis and recovery phases (1999)	Action by UNDG and Executive Committee on Humanitarian Affairs	
	Further develop mechanisms and capacity for a comprehensive approach to crisis (both complex emergencies and natural disasters) Establish and strengthen linkages among CCPOQ, UNDG and IASC (1999)	Devise and adopt guidance on comprehensive approach to crisis and contingency planning (2000)	Include Office for the Coordination of Humanitarian Affairs/IASC secretariat in the work and deliberations of ACC/CCPOQ, as needed Include UNDG staff in the work and deliberations of IASC and its working group, as appropriate and vice versa Action by UNDG, Executive Committee on Humanitarian Affairs and CCPOQ, in consultation with other bodies as appropriate	
The Assembly notes with appreciation the relevant recommendations in the report of the Secretary-General. The Assembly expresses its concern at the number of natural disasters striking countries that lack resources to cope with them. It further stresses that contributions to humanitarian assistance should not be at the expense of development assistance, and that sufficient resources should be made available by the international community	Monitor changes in overall levels of funding for humanitarian and development assistance programmes			

XII. Regional dimension

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
Assembly resolution 53/192, paragraph 41 The Assembly stresses the growing need to incorporate the regional and subregional dimension in United Nations operational activities, and it encourages the resident coordinators, in consultation with Governments, to secure greater involvement of the regional commissions in the common country assessment and UNDAF, as appropriate	Greater evidence of regional and subregional perspectives in national activities of the various United Nations system organizations Greater thematic/cross-organizational associations linking regional, subregional and national levels of United Nations system activities	Inclusion of regional issues in reports to the governing bodies of United Nations funds and programmes and United Nations specialized and technical agencies Continued attention to implementation of UN/NADAF, system-wide special initiative on Africa, report of the Secretary-General on the causes of conflict and the promotion of durable peace and sustainable development in Africa (A/52/871–S/1998/318)		Specialized agencies United Nations funds and programmes CCPOQ UNDG Executive Committee on Economic and Social Affairs Regional commissions National Governments Intergovernmental organizations
	CCPOQ guidelines on regional dimension provide a basis for strengthened regional and subregional dimension in United Nations operational activities	CCPOQ guidelines prepared and agreed (1999) CCPOQ guidelines implemented through actions by United Nations funds and programmes, specialized and technical agencies, regional commissions and resident coordinator system and reviewed annually in regional meetings chaired by Deputy Secretary-General	CCPOQ guidelines drafted 1999 Region-specific work by all United Nations entities	
	Association of the five regional commissions in UNDAF process, as appropriate	Reflection of regional dimensions in the annual reports of resident coordinators, as appropriate Implementation of Council resolution 1998/46, annex III, on the United Nations regional commissions	Regional commissions participate in finalization of guidelines for UNDAF, common country assessment and related support Resident coordinators take initiatives to involve regional commissions as appropriate	

XIII. South-South cooperation/TCDC-ECDC

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
In its resolution 53/192, paragraphs 42–45 and 49, the Assembly: (a) Requests the United Nations system to improve incorporation of TCDC into programmes and projects and to mainstream TCDC, including through support to the Special Unit for TCDC of UNDP, and it encourages other institutions to undertake similar measures	(a) Greater incorporation and mainstreaming of TCDC/ECDC modalities into operational activities of all agencies, funds and programmes, through improved United Nations system-wide coordination on policies, procedures and results-reporting, in light of recommendations in the Secretary-General's report (A/53/226/Add.4 and E/1997/110)	(a) Common measures/indicators of success in implementing resolution 53/192, paragraph 42–45 and 49, agreed upon by all agencies, funds and programmes, in light of recommendations in the Secretary-General's report (A/53/226/Add.4 and E/1997/110) (June 1999) and proposed to ACC (December 1999) Assessment of result/impact by respective agencies, funds and programmes in implementing resolution 53/192, paras. 42–45 and 49 (by December 2000) Secretary-General's comprehensive analysis of implementation of resolution 53/192, paras. 42–45 and 49, submitted through the Council (May 2001), to the fifty-sixth session in the context of the triennial comprehensive policy review (September 2001)	(a) Measures/indicators discussed at United Nations agency TCDC focal point meeting (June 1999) and recommendations considered by ACC (December 1999) Assessment of impact by respective agencies, funds and programmes carried out and results shared with UNDP Special Unit for TCDC (December 2000) Consolidated analysis submitted through the Council (May 2001), to the fifty-sixth session in the context of the triennial comprehensive policy review (September 2001)	(a) Overall coordination: UNDP Special Unit for TCDC, through CCPOQ/ACC, in close cooperation with all agencies, funds and programmes
(b) Requests the executive boards of the United Nations funds and programmes to review, with a view to increase, the allocation of resources for TCDC activities. It takes note with appreciation of the recommendations in the relevant report of the Secretary-General	(b) Increased allocation of resources by United Nations funds and programmes for TCDC activities	(b) The issue of increasing resource allocation for TCDC taken up in deliberations of the executive boards of funds and programmes (continuous)	(b) Appropriate decisions on TCDC resource allocation taken up by relevant executive boards of funds and programmes (1999–2001)	(b) Resources: member States, executive boards of funds and programmes
(c) Calls upon all funds and programmes to increase procurement of goods and services from developing countries as a means of enhancing South-South cooperation and national execution	(c) Increased procurement of goods and services from developing countries by agencies, funds and programmes	(c) Concrete measures/indicators to increase procurement of goods and services from developing countries considered by agencies, funds and programmes, as appropriate, by their executive boards (continuous)	(c) All agencies, funds and programmes to report on results in implementing resolution 53/192, paragraph 49, through the Council (May 2001) to the General Assembly (September 2001)	(c) Procurement: all agencies, funds and programmes; United Nations resident coordinator system, and national Governments

XIV. Monitoring and evaluation

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
Assembly resolution 53/192, paragraphs 52–57. Calling on system for improved performance with respect to evaluation and feedback as an integral part of the next comprehensive triennial policy review, an evaluation will be made of the impact on operational activities for development	Improved and harmonized standards for evaluation policy and practice in particular following five goals of the current legislation: Evaluation criteria to be built into all projects and programmes at their design stage Greater collaboration on evaluation at the country level Lessons learned from both monitoring and evaluation exercises are to be systematically applied into programming processes at the operational level Capacities of the recipient countries to perform both effective programme, project and financial monitoring and impact evaluations of operational activities funded by the United Nations to be strengthened; and monitoring and evaluation of operational activities, including joint evaluations, to be impartial and independent, under the overall leadership of the Government Experience of effective and efficient cooperation within the United Nations development system to be disseminated	Report to Council in 1999 by each United Nations entity concerned on plans to achieve monitoring and evaluation targets elaborated in resolution 53/192 and an indication of resources to be devoted to task Report to Council in 2000 by each United Nations entity concerned on progress in achieving targets above and an indication of resources actually devoted to task Report to Council in 2001 by Secretary-General on results achieved with respect to five goals opposite and an indication of any future requirements		United Nations/Department of Economic and Social Affairs, in collaboration with United Nations agencies, funds and programmes, and with national Governments

XV. Impact evaluation

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
Resolution 53/192, paragraph 53. As an integral part of the next comprehensive triennial policy review, an evaluation will be made of the impact of operational activities for development	The second evaluation of the impact of major components of operational activities. As a follow-up to the pilot impact evaluation conducted for the 1998 review, the methodology and approach will be refined. The evaluations will continue to focus on what United Nations operational activities achieve The evaluations of the specific components will provide lessons learned that should be applicable system-wide and contribute to the design of future activities	(a) Mobilization of resources and discussions with member States; (b) selection of topics in light of (a) and in consultation with United Nations system; (c) work towards establishment of benchmarks, indicators and data-collection systems; June 1999 Review by the Council, as per paragraph 54 of resolution 53/192, July 1999 Initial set of impact evaluations, July–August 1999 Second set of impact evaluations, October 1999–March 2000 Review by the Council, as per paragraph 62 of resolution 53/192, July 2000 Third set of impact evaluations, May 2000–February 2001 (a) Analysis and synthesis of results of the impact and process evaluations; (b) integration of lessons learned into October 2000–March 2001 Preparation of triennial policy review, 2001 comprehensive policy review January–April 2001 Presentation to the Council in July 2001	Consultations with agencies and member States Planning, fielding, reporting of impact studies Progress reports for the Council 1999 and 2001 Preparation of annual publication of main findings and results Consideration of guidelines to feedback lessons learned into programmes	United Nations/Department of Economic and Social Affairs United Nations system Governments UNDG sub-group on programme operations

XVI. World Bank and regional banks

Guidelines	*Targets*	*Benchmarks and time-frames*	*Actions*	*Principal actors*
Resolution 53/192, paragraph 35. The Assembly encourages greater cooperation between the World Bank, regional development banks and the United Nations funds and programmes, with a view to increased complementarity, better division of labour, and enhanced coherence in their sectoral activities, building on existing arrangements and in accordance with recipient government priorities	Forge closer links between the United Nations and World Bank arrangements for development support Continue the policy dialogue at the highest levels Enhance the practical impact of cooperation between the United Nations funds and programmes and the World Bank and regional banks	Indications of attention to recommendations in the Secretary-General's report on United Nations-Bretton Woods institutions joint exploratory review (E/1998/61) and Council resolution 1999/1 Interchange on programming frameworks between United Nations and regional banks		United Nations funds and programmes World Bank Regional banks UNDG and its sub-group on programme policies Director-General's Office Resident coordinators
	Facilitate cooperation at the country level	Continued and enhanced collaboration between the World Bank and United Nations funds and programmes in country-level mechanisms, such as UNDAF and common country assessment, UNDAF and World Bank country assistance strategies and round tables and consultative groups United Nations cooperation in World Bank sectoral investment programmes and other sector-wide approaches	Collaboration with World Bank and regional banks incorporated into common country assessment and UNDAF guidelines (April 1999)	